



This is a digital copy of a book that was preserved for generations on library shelves before it was carefully scanned by Google as part of a project to make the world's books discoverable online.

It has survived long enough for the copyright to expire and the book to enter the public domain. A public domain book is one that was never subject to copyright or whose legal copyright term has expired. Whether a book is in the public domain may vary country to country. Public domain books are our gateways to the past, representing a wealth of history, culture and knowledge that's often difficult to discover.

Marks, notations and other marginalia present in the original volume will appear in this file - a reminder of this book's long journey from the publisher to a library and finally to you.

### Usage guidelines

Google is proud to partner with libraries to digitize public domain materials and make them widely accessible. Public domain books belong to the public and we are merely their custodians. Nevertheless, this work is expensive, so in order to keep providing this resource, we have taken steps to prevent abuse by commercial parties, including placing technical restrictions on automated querying.

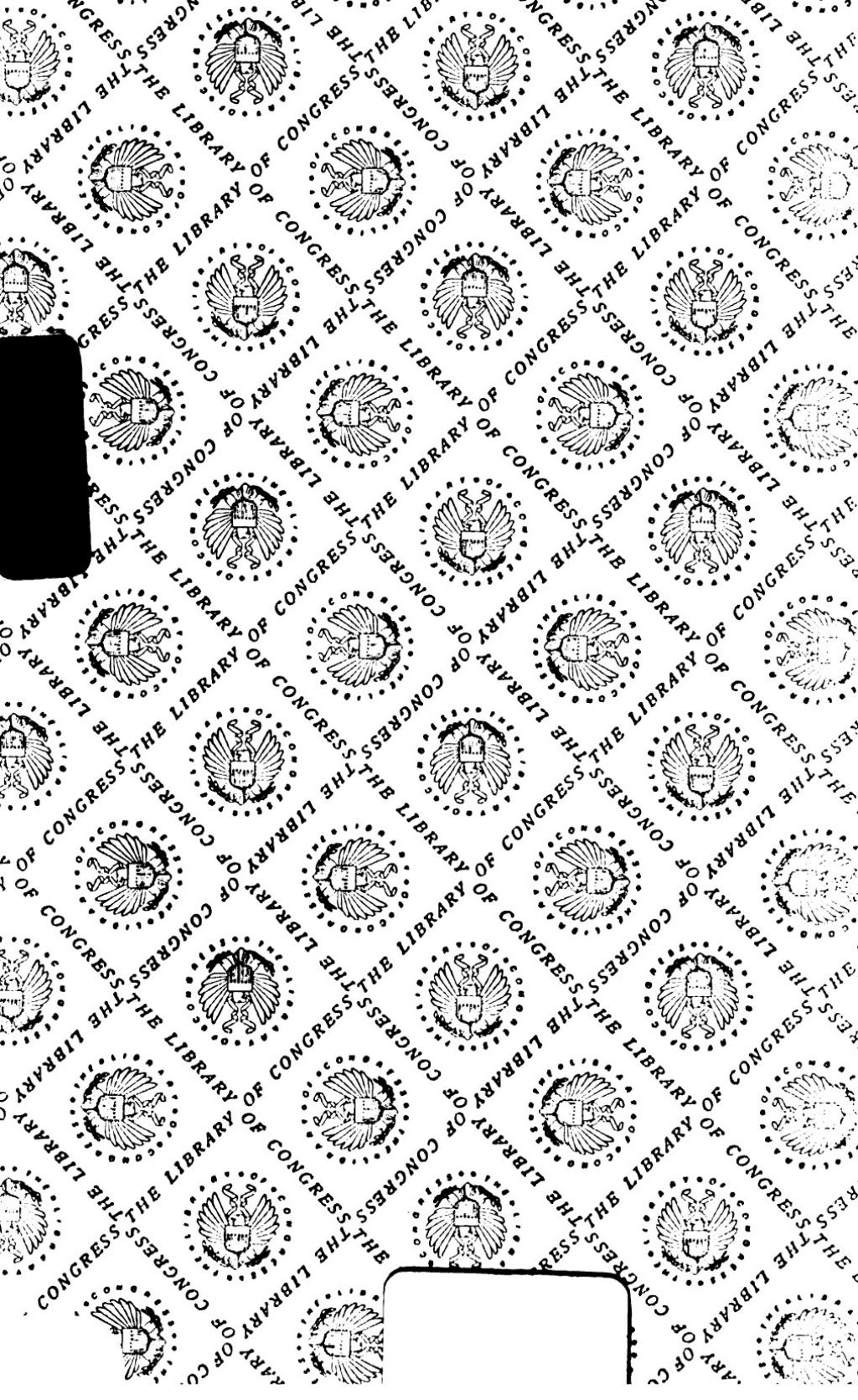
We also ask that you:

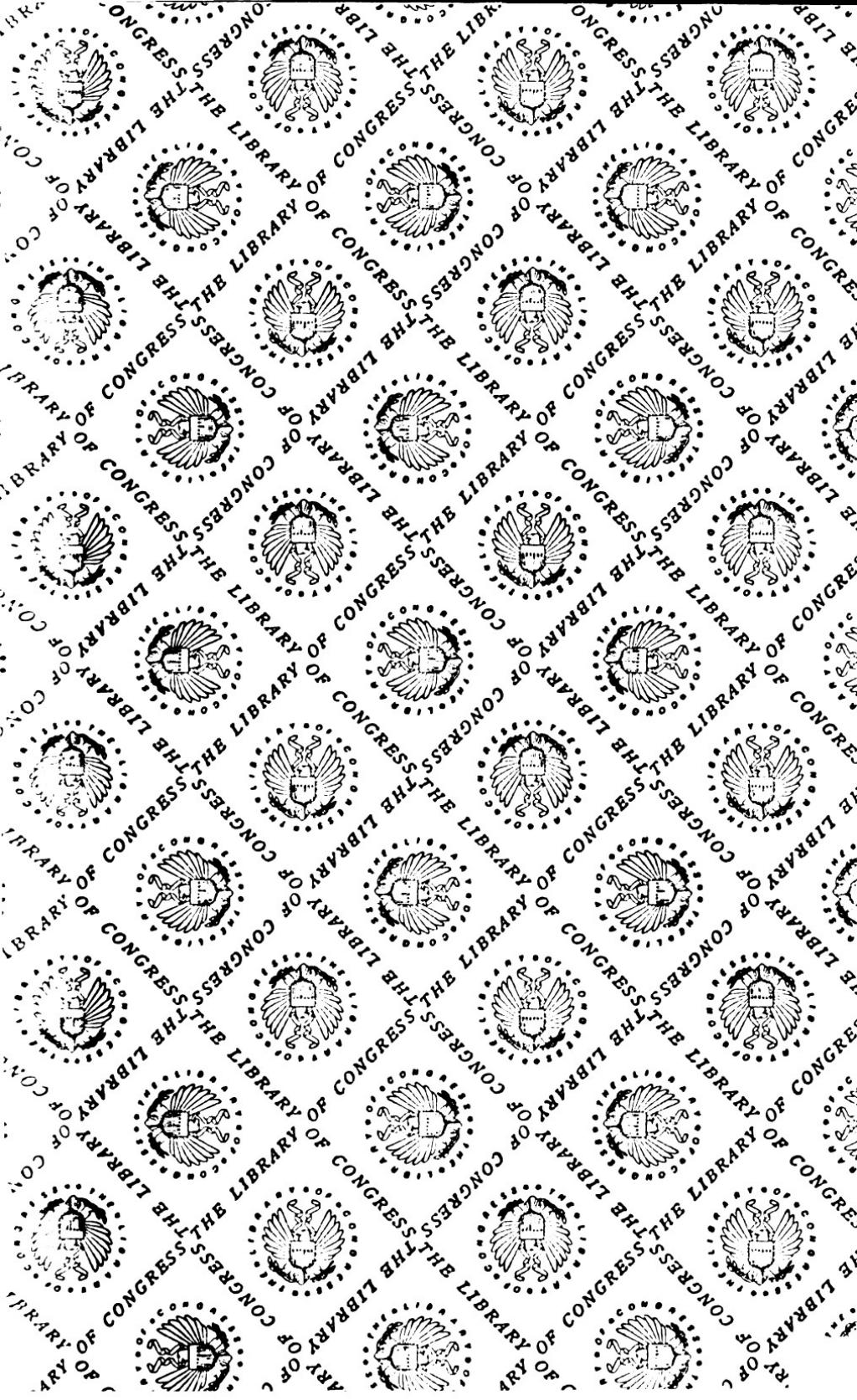
- + *Make non-commercial use of the files* We designed Google Book Search for use by individuals, and we request that you use these files for personal, non-commercial purposes.
- + *Refrain from automated querying* Do not send automated queries of any sort to Google's system: If you are conducting research on machine translation, optical character recognition or other areas where access to a large amount of text is helpful, please contact us. We encourage the use of public domain materials for these purposes and may be able to help.
- + *Maintain attribution* The Google "watermark" you see on each file is essential for informing people about this project and helping them find additional materials through Google Book Search. Please do not remove it.
- + *Keep it legal* Whatever your use, remember that you are responsible for ensuring that what you are doing is legal. Do not assume that just because we believe a book is in the public domain for users in the United States, that the work is also in the public domain for users in other countries. Whether a book is still in copyright varies from country to country, and we can't offer guidance on whether any specific use of any specific book is allowed. Please do not assume that a book's appearance in Google Book Search means it can be used in any manner anywhere in the world. Copyright infringement liability can be quite severe.

### About Google Book Search

Google's mission is to organize the world's information and to make it universally accessible and useful. Google Book Search helps readers discover the world's books while helping authors and publishers reach new audiences. You can search through the full text of this book on the web at <http://books.google.com/>







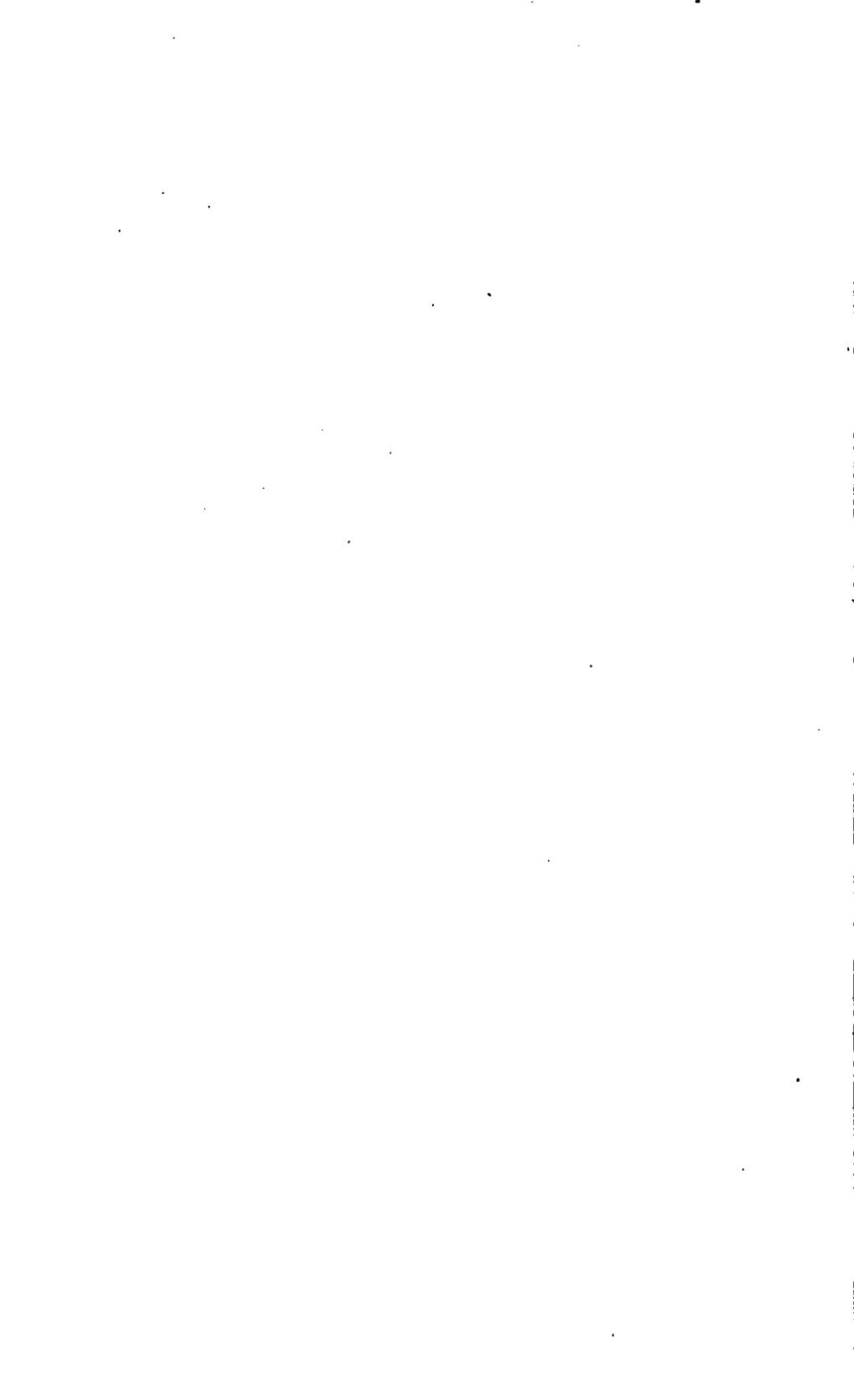














*at 3*

4

# HEARINGS

BEFORE

<sup>U.S.C.</sup>

## SUBCOMMITTEE OF HOUSE COMMITTEE ON APPROPRIATIONS,

*548*  
*113*

CONSISTING OF

MESSRS. BINGHAM, LITTAUER, BRICK,  
LIVINGSTON, AND BURLESON,

IN CHARGE OF

THE LEGISLATIVE, EXECUTIVE, AND JUDICIAL  
APPROPRIATION BILL FOR 1907.

\_\_\_\_\_

WASHINGTON:  
GOVERNMENT PRINTING OFFICE.  
1906.

H J 10  
B 33  
1906

MAR 17 1973  
D. or D.

## LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

HEARINGS CONDUCTED BY THE SUBCOMMITTEE, MESSRS. H. H. BINGHAM, L. N. LITTAUER, ABRAHAM L. BRICK, L. F. LIVINGSTON, AND ALBERT S. BURLESON, OF THE COMMITTEE ON APPROPRIATIONS, HOUSE OF REPRESENTATIVES, IN CHARGE OF THE LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL FOR 1907, ON THE DAYS NAMED.

WEDNESDAY, February 7, 1906.

### STATEMENT OF HON. ALEXANDER McDOWELL, CLERK, HOUSE OF REPRESENTATIVES.

Mr. LITTAUER. How many branches of work are performed in your office?

Mr. McDowell. I have the enrolling room, disbursing room, the file room, the stationery room, the Clerk's office, and the bathroom.

Mr. LITTAUER. Have you a force in the Clerk's office sufficient to do the work?

Mr. McDowell. Yes, sir.

Mr. LITTAUER. What is the work done in the Clerk's office?

Mr. McDowell. The members come in there for information which they very much need and also for documents. Then we issued the subpoenas.

Mr. TAWNEY. How much of a force have you?

Mr. McDowell. I have two employees.

Mr. TAWNEY. Who are they?

Mr. McDowell. There is Aaron Russell.

Mr. TAWNEY. What is the designation of that position?

Mr. McDowell. Assistant in Clerk's office, salary \$1,400.

Mr. TAWNEY. And the other one?

Mr. McDowell. The other one is a stenographer that I am supposed to have.

Mr. LITTAUER. And do have, as provided by law?

Mr. McDowell. Yes, sir.

Mr. BURLESON. Do you mean to say that you have not got him?

Mr. McDowell. He is there.

Mr. BURLESON. Is he a stenographer?

Mr. McDowell. Yes, sir.

Mr. BURLESON. A good stenographer?

Mr. McDowell. Yes, sir. He is a nice gentleman. He is all right. I appointed him for a member, that is all. He earns his money.

Mr. BRICK. How much does he get?

Mr. McDOWELL. One thousand two hundred dollars.

Mr. LITTAUER. Will you please describe the force and work of the Clerk's office proper?

Mr. McDOWELL. First, we have the Chief Clerk. He is in charge of the buying of furniture and carpets for the House of Representatives and the general work of the building connected with the House. Then there is Mr. Phillips—he is the Journal clerk. He has charge of the Journal and all the bills, etc., that pass through the House. Messrs. Lampson and Alward are the two reading clerks. You know their work. Winthrop C. Jones is the tally clerk, at \$3,000. He keeps the tally at the desk, and is a good man. Matlack is the printing and bill clerk, at \$2,500. He is busy all the time. Mr. Hoyt is the disbursing clerk, at \$2,500, and well earns every cent of it.

Mr. LITTAUER. What does he disburse?

Mr. McDOWELL. He makes out the clerk-hire checks for the members and pays the bills. It is a regular banking office.

Mr. LITTAUER. And he pays the salaries of the employees of the House?

Mr. McDOWELL. Yes, sir.

Mr. LITTAUER. And disburses the contingent fund?

Mr. McDOWELL. Yes, sir.

Mr. LITTAUER. And the clerk hire for members?

Mr. McDOWELL. Yes, sir.

Mr. LITTAUER. That is your disbursing office?

Mr. McDOWELL. Yes, sir.

Mr. LITTAUER. How many assistants does he have?

Mr. McDOWELL. He has five in that office.

Mr. LITTAUER. Is the work well organized?

Mr. McDOWELL. We have a good force there. The work is as well done as in any bank in the country.

Mr. Williams is the file clerk, at \$2,500.

Mr. LITTAUER. He was appointed a year or so ago?

Mr. McDowell. Yes, sir.

Mr. LITTAUER. What salary did his predecessor get?

Mr. McDowell. Two thousand seven hundred and fifty dollars; and Williams is a better man than his predecessor.

Mr. BRICK. How does that salary compare with the salary in the Senate?

Mr. LITTAUER. It is way below the Senate salary. ~~T~~ have not the Senate roll, but by a comparison you will find that the House salaries are all below the salaries of similar offices in the Senate.

Mr. BURLESON. Are they underpaid?

Mr. McDowell. Well, some of them should really receive a little more compensation. Mr. Williams's salary could go back to \$2,750.

Mr. LITTAUER. What is the designation of the officer in the Senate who performs the same class of duties as our file clerk?

Mr. McDowell. I do not know.

Mr. LITTAUER. The file work is done in the Secretary's office in the Senate, is it not?

Mr. McDowell. I think in that department.

Mr. LITTAUER. Is there any one in particular charge, that you know of?

Mr. McDOWELL. I do not know the name of the party.

Then there is Mr. McKenney, the enrolling clerk, \$2,500. There is a man who earns every cent of his salary and a little more. He works night and day during the sessions of the House and frequently works until 1 or 2 o'clock in the morning, when there is a busy day, in order to enroll the bills and get them ready to send to the Senate by noon of the next day.

Mr. LITTAUER. How many assistants has he?

Mr. McDowell. One assistant. Then we use the newspaper clerk, who is a newspaper man, to help him in reading and comparing the bills.

Mr. LITTAUER. Of course that work is only during the sessions of the House?

Mr. McDowell. Yes, sir.

Mr. LITTAUER. What is a newspaper clerk?

Mr. McDowell. That is misleading in its title. That should be executive clerk. Of course he has charge of all newspapers that come to the House, but that is a very small part of what he does. He has charge of all the executive documents.

Mr. LITTAUER. What do you mean by "executive documents?"

Mr. McDowell. You know the documents that come from the executive departments. It is important work.

Mr. LITTAUER. That is, House documents, such as I am showing you now [exhibiting].

Mr. McDowell. Yes, sir.

Mr. LITTAUER. He has charge of the distribution or printing?

Mr. McDowell. The printing of them.

Mr. LITTAUER. He is practically a document clerk?

Mr. McDowell. Yes, sir.

Mr. TAWNEY. That would be a better title.

Mr. McDowell. Yes, sir; newspaper clerk is very misleading. One might think all he had to do was to take charge of the newspaper files.

Mr. BURLESON. I thought the old negro paid attention to the newspapers.

Mr. McDowell. He does when you come in there, but this man attends to the subscriptions for those papers, all the accounts, and also the stationery accounts. When the accounts come in there they go to the newspaper clerk for his O. K. before paid. He has to examine all those accounts.

Mr. TAWNEY. "Executive clerk" would be the best title for him.

Mr. McDowell. Yes, sir; I think so.

Mr. LITTAUER. I think the proper title to call him is clerk, and give him what work you see fit to have him do.

Mr. McDowell. He is busy all the time.

Mr. LITTAUER. He is a necessary official in your office?

Mr. McDowell. Yes, sir. If you put him on as an additional clerk, all the \$1,600 clerks would want that job; but when there is specific work for him to do and a salary attached to it they say that is different work and they do not expect that.

David Moore is the distributing clerk. He distributes the documents among the committees.

Mr. LITTAUER. What compensation do you give for that distribution?

Mr. McDOWELL. He gets \$2,250. He is a good man, faithful, and does his work well.

Mr. TAWNEY. And he is kept pretty busy during the session?

Mr. McDOWELL. There is no doubt about that. I never knew how valuable he was until he got the "shingles" and could not work. Then we found out how badly we needed him.

Harry Pottenburgh is the assistant disbursing clerk, at \$2,000, a very responsible position and a well-earned salary. Willis H. Wing, assistant enrolling clerk, \$2,000; he is the assistant to Mr. McKenney. I do not think there is a more faithful man than Mr. Wing. Charles N. Thomas, resolution and petition clerk, \$2,000. Dinger is the index clerk, at \$2,000. He keeps the indexes of all documents. He is a very busy man, as is his assistant.

Mr. LITTAUER. I see you have a librarian?

Mr. McDOWELL. Yes, sir.

Mr. LITTAUER. What does he do?

Mr. McDOWELL. He attends to the library. He has built the library up until there is no better library in the country than the House Library. You can go up there and get any document you want, and instantly.

Mr. BURLESON. Who is he?

Mr. McDowell. Mr. Boobar.

Mr. BRICK. Did he ever graduate from a library school?

Mr. McDowell. I hope not; but he is a good man, and \$1,800 is very small pay for the work he does. John L. Morrison, stationery clerk, \$1,800. That salary should be \$2,000. He has charge of the stationery rooms, where we handle from \$60,000 to \$70,000 worth of supplies in a year.

Mr. LITTAUER. Does he make the purchases?

Mr. McDowell. Yes, sir. It is all done through bids, but he is an honest, faithful, hard-working man. It is a shame to pay him \$1,800; he should have \$2,000.

Mr. LITTAUER. How long has he been there?

Mr. McDowell. Ever since I have been in the Clerk's office.

Mr. TAWNEY. Ever since the Fifty-fourth Congress?

Mr. McDowell. Yes, sir.

The Sergeant-at-Arms and myself are paying out more postage every year than the Government is giving us, and in the case of the Sergeant-at-Arms I think it is double.

Mr. LITTAUER. For what purpose?

Mr. McDowell. For the mailing of the clerk-hire checks and all documents to members.

Mr. TAWNEY. Can you not send them out under your frank?

Mr. McDowell. No, sir. In the contests we have got to send out papers by registered mail.

Mr. LITTAUER. Did you keep track of that in your office?

Mr. McDowell. Yes, sir.

Mr. LITTAUER. How much have you expended in the last three years more than you have received?

Mr. McDowell. It averages about a hundred dollars a year, and I think that the Government is as able to pay the postage as I am.

Mr. TAWNEY. How far does your franking privilege extend?

Mr. McDowell. Just to documents.

Mr. TAWNEY. But not to the ordinary mailing of letters to members of Congress containing clerk-hire checks or anything else?

Mr. McDOWELL. No, sir.

Mr. LITTAUER. How much are you allowed for postage?

Mr. McDOWELL. Three hundred dollars.

Mr. LITTAUER. And in your opinion it should be \$400?

Mr. McDOWELL. Yes, sir.

Mr. LITTAUER. And you have kept track of it, and you know that in the last year it has amounted to a little over \$400?

Mr. McDOWELL. Yes, sir. I have to furnish the disbursing room, the chief clerk's office, the file room, and all the different departments with postage.

Mr. TAWNEY. You spoke of sending matter by registered mail in contests; what did you mean?

Mr. McDOWELL. I have to register the notices to contestants and contestees for my safety, in order to get a receipt showing that they have received them.

Mr. LITTAUER. I can not quite comprehend that. You can send out 50 letters for \$1, and \$300 allows you to send 15,000 letters?

Mr. McDOWELL. All I know is that I have that much less than I should have.

Mr. LITTAUER. And all the postage is expended for the public business in the work of your office?

Mr. McDOWELL. Yes, sir; and I know that the same will apply to Mr. Casson, only more so.

Mr. LITTAUER. Will you kindly continue?

Mr. McDOWELL. The next is Mr. Mitchell, superintendent clerk's document room, \$1,800. Two assistants in the library, at \$1,600 each. Then comes the bookkeeper, at \$1,600. He is really a clerk, but we keep him in the disbursing room. Then we have seven clerks, at \$1,600 each; a document and bill clerk, at \$1,600; an assistant index clerk, at \$1,500; a document clerk, at \$1,440; an assistant in the disbursing office, \$1,400; an assistant in clerk's office, \$1,400, and locksmith, \$1,200.

Mr. LITTAUER. The law requires that the locksmith shall be skilled in his trade?

Mr. McDOWELL. Yes, sir.

Mr. LITTAUER. Does he attend to all the locks?

Mr. McDOWELL. Yes, sir; and to the desks and clocks.

Mr. LITTAUER. Then we now have a practical man?

Mr. McDOWELL. He says he is.

Mr. BURLESON. What business was he engaged in before he was appointed?

Mr. McDOWELL. He told me he had two years' employment in a jewelry store, where they handled materials of this kind. Then we have a telegraph operator and an assistant, at \$1,200 each.

Mr. BURLESON. Are they in your office?

Mr. McDOWELL. No; they are out in the lobby of the House. Then there is the assistant file clerk, at \$1,200, and the stenographer to Clerk, \$1,200.

Mr. BRICK. That is the stenographer we talked about before?

Mr. McDOWELL. Yes, sir. Then there is the messenger in file room, \$900; assistant in library, \$900; assistant in document room, \$900;

assistant in stationery room, \$900; page, at \$720; three laborers in the bathroom, at \$720 each, and three laborers, at \$720, making six laborers.

Mr. LITTAUER. The three laborers are in the enrolling room?

Mr. McDOWELL. No, sir; they attend to the boxes and bags and do the general labor around the different departments. Then there is a page in the enrolling room, at \$720; messenger to chief clerk, \$900, and janitor, House library, \$720.

Mr. LITTAUER. That janitor simply takes care of the House library?

Mr. McDOWELL. Yes, sir.

Mr. LITTAUER. How are your own offices cleaned?

Mr. McDOWELL. We clean them ourselves. We really should have a janitor in the Clerk's office and enrolling room combined.

Mr. LITTAUER. The work has been done by your laborers?

Mr. McDOWELL. Yes, sir.

Mr. LITTAUER. Is it not satisfactorily done in that way?

Mr. McDOWELL. Oh, yes; if we can not find a laborer we take the cuspidor out ourselves, just as we do at home, and clean it.

Mr. TAWNEY. Do you not think that the janitors should be included in the janitor force of the House? Would there be any objection if the janitor force was all put under the head of one man and that officer was made responsible for the entire janitor force of the building?

Mr. McDowell. I have charge of the library, and if that man Rogers—I do not know him from Adam—was to fail to do his work properly his name would not be Rogers.

Mr. TAWNEY. He would not be continued on the rolls?

Mr. McDowell. No, sir. It gives us a chance to keep them at work and to have them do their work well. He can play messenger, for instance, and when we want to send books to members we can send them.

Mr. TAWNEY. He is there all the time?

Mr. McDowell. Yes, sir.

Mr. LITTAUER. That completes the description of the men employed in your office?

Mr. McDowell. Yes, sir.

Mr. LITTAUER. We have here a service which a year ago was appropriated for to complete a digested summary and alphabetical list of private claims under your charge.

Mr. McDowell. Those people are working at that.

Mr. LITTAUER. When did they commence that work?

Mr. McDowell. About three years ago.

Mr. LITTAUER. What have they accomplished?

Mr. McDowell. They are doing very good work and getting the matter in very good shape. They are down to about the Fifty-sixth Congress. They have that much completed.

Mr. LITTAUER. The appropriation made a year ago was specifically made to complete this work. Was not the force sufficient to complete it?

Mr. McDowell. There is yet considerable work to be done.

Mr. LITTAUER. It will not be completed by the end of this fiscal year?

Mr. McDOWELL. I doubt it. I do not see how they can finish it by that time. They are faithful workers.

Mr. LITTAUER. Is the work published?

Mr. McDowell. No, sir; it is not in print. They have the material about ready to print.

Mr. LITTAUER. The object of the work is what?

Mr. McDowell. To reduce the bills and documents into the smallest possible space. For instance, here would be, say, five different bills for Henry Casson. They reduce that all from half a page to about three lines, so it is perfectly intelligible. They reduce it down so that you can find a completed case of Henry Casson in three lines.

Mr. BURLESON. That relates to private claims?

Mr. McDowell. Yes, sir; to private claims.

Mr. TAWNEY. What is the value of that service? What is the necessity for it?

Mr. LITTAUER. Who is going to use it—who is that designed to be used by?

Mr. McDowell. The members imagined that they wanted it—at least some of them did.

Mr. TAWNEY. At whose instance was it first started?

Mr. McDowell. I think Colonel French, of the file room, suggested this work.

Mr. LITTAUER. Is the work conducted under the file clerk now?

Mr. McDowell. Yes, sir. The office of these people is in the back end of the enrolling room. They are well fitted up there, and they work faithfully, but whether the work is worth anything or not I do not know.

Mr. TAWNEY. The work was authorized by Congress?

Mr. McDowell. Yes, sir. I never would want a copy of it in the world. I do not know whether or not anybody else would. It was no suggestion of mine. I think there are about 16 large red wooden boxes filled with the stuff ready to be printed.

Mr. BRICK. Then, when it is printed you will have to have a force to keep it up year after year?

Mr. McDowell. No; I think not. It would then go to the library and into the general archives and into the cellar.

Mr. BURLESON. And into the waste basket?

Mr. McDowell. And into the homes and stables of the members.

Mr. TAWNEY. Have you any idea how many volumes it will make?

Mr. McDowell. I could only make a rough guess; I should say 8 or 10 volumes.

Mr. TAWNEY. About 10 volumes?

Mr. McDowell. I think so.

Mr. TAWNEY. And all private claims?

Mr. McDowell. Yes, sir.

Mr. BURLESON. It would cost a great deal of money to print it?

Mr. McDowell. Yes, sir.

Mr. LITTAUER. How many years has this work been going on?

Mr. McDowell. I think three years.

Mr. LITTAUER. And it has cost \$4,800 a year?

Mr. McDowell. I think that is the amount. I think they get \$1,600 per annum each.

Mr. BRICK. Do you think the work is as valuable as the messages and documents?

Mr. McDowell. I would not want to go that far. I think it would perhaps come up to the irrigation pamphlets we receive.

Mr. LITTAUER. Who will be able to tell us the actual condition of this work?

Mr. McDowell. If the committee would go down to the enrolling room they could see it.

Mr. TAWNEY. Who is in charge of it; can not he come here?

Mr. McDowell. Yes, sir; I will send a gentleman to the committee.

---

WEDNESDAY, February 7, 1906.

DIGEST OF PRIVATE CLAIMS.

STATEMENT OF MR. F. G. HUNSICKER, CLERK.

Mr. LITTAUER. You are one of the clerks completing the work of the digested summary and alphabetical list of private claims?

Mr. HUNSICKER. Yes, sir.

Mr. LITTAUER. How long has that work been going on?

Mr. HUNSICKER. We started it at the end of the Fifty-seventh Congress, the 1st of July.

Mr. LITTAUER. What year was that?

Mr. HUNSICKER. 1902.

Mr. LITTAUER. So you have been at work, or will be by next July, four years?

Mr. HUNSICKER. Yes, sir.

Mr. LITTAUER. By next July what condition will the work be in?

Mr. HUNSICKER. We are starting now to assemble the cards. We have written cards for the six Congresses, from the Fifty-second to the Fifty-seventh, inclusive. We made requisition in all for 260,000 cards. We have left, I believe, about 15,000 in blank form, making about 245,000 cards used.

Mr. LITTAUER. Does that mean there are 245,000 claims?

Mr. HUNSICKER. No, sir; it means that we have used that many cards in the writing of these Congresses. I have brought some cards along to show you. The first card we get is when the bill is introduced in the House. The second is, perhaps, papers or petitions accompanying the bill; the third is a favorable report; the fourth is where the bill is passed, and the fifth is where it is signed by the President.

Mr. LITTAUER. Do you need so many cards in order to keep track of a single claim?

Mr. HUNSICKER. Yes, sir.

Mr. TAWNEY. Why could you not have all that data on one card?

Mr. HUNSICKER. For this reason: I did not bring the first session of this Congress with me. In the first session, where the bill was first introduced, we put that on one card and throw it into the "E" box. Later on, perhaps ten or twelve pages from there, we run onto papers or petitions and we make a record and throw that card into the "E" box. Perhaps in the second session, or later on in that same session, we find a favorable report, and that also goes into the "E" box.

Then we assemble the cards together and we take them and make one card.

Mr. LITTAUER. Who has supervision of this work?

Mr. HUNSICKER. Major McDowell.

Mr. LITTAUER. Did he authorize this method of doing the work?

Mr. HUNSICKER. Yes, sir.

Mr. TAWNEY. On this card there is a bill to correct a military record?

Mr. HUNSICKER. Yes, sir.

Mr. TAWNEY. That does not involve the payment of a claim?

Mr. HUNSICKER. No, sir.

Mr. TAWNEY. I thought it was only to digest private claims.

Mr. HUNSICKER. Bills of a private nature.

Mr. LITTAUER. Describe to us the entire scope of what you consider private claims.

Mr. HUNSICKER. Private claims, or claims of a private nature, where an individual or company—railroad company—is concerned or interested, whether it be for the correction of a military record, a pension, increase of pension, extra compensation for labor performed, or excess of pay for labor.

Mr. TAWNEY. Claims for excess pay?

Mr. HUNSICKER. Yes, sir; claims for excess pay, or difference in pay—pay for extra material and work done. Compensation to reimburse postmasters for losses and the carrying of mails on the star routes. That is provided for in the post-office appropriation bill.

Mr. LITTAUER. On what basis did you construe a private pension to be a claim?

Mr. HUNSICKER. I will explain that to you. The directions we received from Major McDowell were to go to Mr. Page, of the Committee on Accounts. He prepared the index for two or three Congresses up to the Fifty-second Congress.

Mr. LITTAUER. Then you are following out the same lines that the old digest followed?

Mr. HUNSICKER. Yes, sir; and he referred us to the index gotten up by the Senate. I brought a copy of the Senate index for the Fifty-first and Fifty-second Congresses; that gives you an idea. I might also mention, in connection with the claims, the claims for stores.

Mr. LITTAUER. Those are private claims. You state that your reason for putting in the charges of desertion and private pension bills comes simply from the fact that you were directed to follow the old system?

Mr. HUNSICKER. Yes, sir.

Mr. LITTAUER. And you paid no attention to the law under which you are now operating?

Mr. HUNSICKER. Those who instructed us in the work placed that construction upon it, I presume.

Mr. LITTAUER. Are not the pensions and desertions a large part of your work?

Mr. HUNSICKER. No, sir; they do not run nearly so large as the war claims.

Mr. LITTAUER. You also put the war claims in?

Mr. HUNSICKER. Yes, sir.

Mr. LITTAUER. You are taking in all claims together with petitions for allowances in cases of pensions?

Mr. HUNSICKER. We make a record of that.

Mr. BRICK. Is not this a fact: You take in any private bill where they try to get relief from Congress in some way or the other, either money or something else?

Mr. HUNSICKER. Yes, sir.

Mr. BRICK. And you have covered every bill of a private character?

Mr. HUNSICKER. Yes, sir.

Mr. LITTAUER. You do this work during the sessions of Congress?

Mr. HUNSICKER. Yes, sir; all during the year.

Mr. LITTAUER. During the entire year?

Mr. HUNSICKER. Yes, sir; I was away two months the first year and one month each year since.

Mr. LITTAUER. The other two clerks doing the work have been absent the same length of time each year?

Mr. HUNSICKER. Yes, sir.

Mr. LITTAUER. You say you now have the work written up as far as the cards go?

Mr. HUNSICKER. We have the cards completed and are starting to assemble them, and have been working on that since the first of the year.

Mr. LITTAUER. Can you tell us when this work will be finished? The appropriation was made to complete it.

Mr. HUNSICKER. It can not be completed by the 1st of next July.

Mr. LITTAUER. How far will you have it completed by the 1st of July?

Mr. HUNSICKER. We will have it assembled up to about "D" or "E" by the 1st of July.

Mr. LITTAUER. The work of writing has been finished and it is simply the work of assembling the cards and getting the material ready for the printing office?

Mr. HUNSICKER. Yes, sir. The cards have to be arranged in the regular way; just as you would prepare a dictionary, all the way through both in the given name and surname.

Mr. LITTAUER. What is the object of this work?

Mr. HUNSICKER. The file clerk is anxious for it; Mr. French asked for it.

Mr. TAWNEY. What is the purpose of including bills finally disposed of and paid? Nobody can be interested in a claim of that kind any longer.

Mr. LIVINGSTON. How would you find it otherwise?

Mr. HUNSICKER. Only through the file clerk.

Mr. LIVINGSTON. And he gets his record from you?

Mr. HUNSICKER. Yes, sir.

Mr. LITTAUER. Did you not say one year ago that you would finish the work?

Mr. HUNSICKER. Finish the writing.

Mr. LITTAUER. The appropriation was made to complete?

Mr. HUNSICKER. This is my first appearance before this committee, gentlemen. I always make my report to the clerk. At that time, as near as I could estimate, I thought we would finish writing by the 1st of July. I was certain of that. The only thing we have to go by now is a month's work. We have been on the assembling one month.

Mr. LITTAUER. Has this work, as far as completed, been sent to the printer?

Mr. HUNSICKER. No, sir.

Mr. LITTAUER. Can you estimate what it will cost to print that document?

Mr. HUNSICKER. The clerk sent me to the Senate one afternoon to ascertain what it would cost there; that is, this [indicating], and I have forgotten; but I think their index cost them somewhere in the neighborhood of \$30,000.

Mr. TAWNEY. For printing?

Mr. HUNSICKER. Yes, sir.

Mr. LITTAUER. For how many sessions of Congress?

Mr. HUNSICKER. Simply the Fifty-first and Fifty-second sessions.

Mr. LITTAUER. This is from Fifty-second to Fifty-seventh Congresses, inclusive. There will have been paid out in salaries about \$20,000 for its compilation if you finish it by next July?

Mr. HUNSICKER. That is what they estimate their index cost them, about \$30,000. Of course they have not near as many claims as the House has.

Mr. TAWNEY. The House document will be larger than this?

Mr. HUNSICKER. Yes, sir.

Mr. BRICK. How many volumes do you think it will take to cover all this work?

Mr. HUNSICKER. I believe this [indicating] is half of the alphabet and includes five Congresses, while ours is for six Congresses. I think it will take about three volumes.

Mr. BRICK. I understand you to say it will take you another year to complete the work? You mean a year from next July?

Mr. HUNSICKER. Yes, sir.

Mr. BRICK. And at that time it will be ready to print in document form?

Mr. HUNSICKER. Yes, sir; I think so. That is my best judgment.

**STATEMENT OF MR. HENRY CASSON, SERGEANT-AT-ARMS,  
HOUSE OF REPRESENTATIVES.**

Mr. LITTAUER. Will you please describe the number of divisions and character of work that is done under your bureau?

Mr. CASSON. The Deputy Sergeant-at-Arms has charge of the floor of the House in my absence, so far as the duties of the Sergeant-at-Arms are concerned. He practically has charge of the pair clerks. The cashier gets the money at the Treasury and attends to drafts and accounts there, so far as the daily amounts are drawn, and turns it over to the teller and bookkeeper. The teller disburses it; the bookkeeper keeps the accounts. The assistant bookkeeper assists him and enters up the checks and attends to the file. The messenger has practically been a dead man this year. I have had the last man on my list here do his work; but he is an old, faithful employee, and I did not feel like dismissing him. He is there only a portion of the time.

Mr. LITTAUER. What is the trouble with him?

Mr. CASSON. He has been sick, and Jim Payne, the cab inspector, has done his work.

Mr. TAWNEY. Is he permanently or temporarily disabled?

Mr. CASSON. Temporarily disabled. He will either die very soon or else get well. Old Charley Christian, who has been in the office forty years, has been in the hospital for an operation.

Mr. LITTAUER. What position does he occupy?

Mr. CASSON. He is the laborer and messenger and everything else, an all-round fellow. Payne has been doing the work of the other two men during that time. The pair clerks—of course, you know what they do. They take charge of the pairs on the floor of the House. The page is also my stenographer, and does the stenographic work of the office.

Mr. LITTAUER. Your force is sufficient to conduct the operations properly?

Mr. CASSON. Yes, sir.

Mr. LIVINGSTON. Last year you had a deficiency of \$1,120?

Mr. LITTAUER. That was for clerks added by resolution.

Mr. CASSON. There were two items, one of \$720 and the other of \$400, making \$1,120. The \$720 item was to put on Payne as cab inspector, and you added to the salary of the bookkeeper \$400. The bookkeeper is a man who is there every day in the three hundred and sixty-five days of the year, and probably is the hardest-worked man in the building. He works there nights and Sundays. He does not get any vacation.

Mr. LIVINGSTON. Was that \$400 carried in the deficiency bill?

Mr. CASSON. It was carried in the deficiency act, and I am very anxious that it should be continued, because I think it is for a very deserving man.

Mr. LITTAUER. What is his salary?

Mr. CASSON. Two thousand two hundred and twenty dollars.

#### THE CAPITOL POLICE.

Mr. LITTAUER. Outside of the work in your office, you have charge, in connection with the Sergeant-at-Arms of the Senate, of the police force of the Capitol?

Mr. CASSON. Yes, sir.

Mr. LITTAUER. That police force consists of seventy-odd men?

Mr. CASSON. Yes, sir. There are three grades of salary.

Mr. TAWNEY. What is the exact number of men?

Mr. CASSON. Seventy-two. Their salaries are \$900, \$960, and \$1,100. They all do the same class of work, and that is a matter that should be equalized.

Mr. TAWNEY. How are these men appointed? Are they appointed at the lower rate of compensation and then promoted?

Mr. CASSON. Yes; but really those salaries should be equalized in some way or another.

Mr. LITTAUER. In the first place, is there any necessity for 72 policemen?

Mr. CASSON. There is necessity for 16 more men to properly police the buildings and grounds.

Mr. LITTAUER. Please describe what their duties are, and why you came to that conclusion.

Mr. CASSON. In the first place, you have a building here of an immense area. We have all these floors, and there is the Maltby, the Senate Annex. Then you have the Senate building over here [indi-

cating], where Mr. Woods is, and we have to police the grounds. These men are divided into three details of 24 men each.

Mr. TAWNEY. Is the Capitol and grounds policed twenty-four hours in the day?

Mr. CASSON. Yes, sir; and we have two bicycle policemen.

Mr. LIVINGSTON. What suggestion have you to make in regard to equalizing the salaries?

Mr. CASSON. I have no suggestions except that I think it ought to be done.

Mr. LITTAUER. How many hours are they on duty?

Mr. CASSON. They are on duty twelve hours and twenty-four hours off.

Mr. LITTAUER. How many men do you have on duty at night?

Mr. CASSON. Twenty-four men in the Capitol and on the grounds.

Mr. LITTAUER. At night?

Mr. CASSON. Yes, sir; I have three men who do nothing but police my office. During the sessions of the House it takes 10 men on detail in the corridors and by the elevators on the House side. Those are permanent details during the sessions of the House.

Mr. LIVINGSTON. Have you any connection with the outside police department?

Mr. CASSON. No, sir. The Metropolitan police give us considerable assistance sometimes; but when you take into consideration that the Senate has 90 messengers, at \$1,440 a year, who stay here a little part of the time, and some of them not any of the time, it does not seem to me that 72 policemen is a very large number to take care of the buildings and the outside grounds.

Mr. TAWNEY. You say the outside grounds. What is the area of the grounds policed?

Mr. CASSON. Just the Capitol and grounds and the outside buildings. The Maltby takes three men.

Mr. TAWNEY. Does that include the Library?

Mr. CASSON. No, sir.

Mr. TAWNEY. And the Botanical Garden is not included?

Mr. CASSON. No, sir; only the Capitol building and the Senate warehouse and the Maltby Building. It takes eight men to police the grounds at night, and the balance of the detail—one is over at the Maltby, one over at the Senate warehouse, and the balance are in the building, one at the Senate door, one at the House door, one in Statuary Hall, and one at my office as a guard.

Mr. TAWNEY. You speak of having three men in your office—not all at the same time?

Mr. CASSON. No, sir; one man at a time.

Mr. TAWNEY. But you have a guard there all the time—twenty-four hours?

Mr. CASSON. Yes, sir; that is almost necessary if we are going to carry any money there.

Mr. LITTAUER. You have the money in a safe?

Mr. CASSON. Yes, sir.

Mr. TAWNEY. What facilities have you for getting the money from the Treasury?

Mr. CASSON. Not any.

Mr. TAWNEY. How do you get it from the Treasury?

Mr. CASSON. We send down to the Treasury on a street car or walks down.

Mr. TAWNEY. What does he bring up, the money or the drafts?

Mr. CASSON. The money; and it sometimes amounts to as much as \$100,000.

Mr. TAWNEY. You say that sometimes he brings up as much as \$100,000?

Mr. CASSON. Yes, sir.

Mr. TAWNEY. In a bag from the Treasury?

Mr. CASSON. In a satchel.

Mr. TAWNEY. Do you think that is a safe way to carry the money?

Mr. CASSON. No, sir. I called the attention of the committee to it several years ago that I did not regard it as safe.

Mr. LITTAUER. Is he accompanied by a policeman?

Mr. CASSON. Occasionally I send a man with him when there is any large amount, but there is not a great deal of protection even if you have two men. We have never had any trouble about that.

Mr. LIVINGSTON. Are they armed?

Mr. CASSON. Yes, sir; he has a revolver with him. I think they have on the Senate side an appropriation of \$750 for that purpose.

Mr. TAWNEY. How do they do it?

Mr. CASSON. They allow the Secretary of the Senate \$750. I think it is for carriage hire in order to bring the money from the Treasury.

Mr. TAWNEY. What suggestions have you to make in regard to that situation?

Mr. CASSON. I have not any suggestion to make about it. I called the attention of the committee to it. I forget whether it was Senator Hemenway who told me, "If your messenger is knocked down and robbed we will have to give you relief." It would be very embarrassing to have to ask for relief.

Mr. LITTAUER. It has been going on for a good many years in this way?

Mr. CASSON. Yes, sir.

Mr. LITTAUER. You stated a moment ago that all the policemen should receive the same salary?

Mr. CASSON. Yes, sir; they all do the same work, identically the same work.

Mr. LITTAUER. They are appointed at one salary or the other, arbitrarily?

Mr. CASSON. Yes, sir; I have tried as far as I could to follow the rule of appointing at the lowest grade and then promoting.

Mr. LITTAUER. Is there any rule?

Mr. CASSON. The rule we have made as far as we could make it, and that rule has only been set aside in a few instances, for instance, where we could do it, by holding a man from the District of Columbia at \$900 and appointing some man from the outside at \$960.

Mr. TAWNEY. You have on the police force now residents of the District of Columbia?

Mr. CASSON. There is none on my force, but there are quite a number on the Senate end.

Mr. LITTAUER. Do you know anything about the rule as to the Metropolitan force in regard to the graduation of salaries?

Mr. CASSON. No. Do you know about that Mr. Babcock?

Mr. BABCOCK. There are two classes, \$900 and \$1,080.

Mr. COURTS. That is the present system. Next come the sergeants, and they get about \$100 more, and then the lieutenants.

Mr. LIVINGSTON. If you put these men on all fours and raise them from \$986.66 $\frac{2}{3}$  to \$1,000, there would be only a slight increase in the appropriation?

Mr. CASSON. Yes, sir.

Mr. BRICK. Is there any argument in this, that a policeman is liable to improve after having been here one or two or three years and become a more valuable man than one who is new in the business?

Mr. CASSON. He usually does or else drops out. We drop a great many men from the force for inefficiency.

Mr. BRICK. Is that not an argument that there ought to be two classes, one getting higher pay than the other?

Mr. CASSON. I do not think there is. My experience is that the best policemen we get are the young men who are brought in from the country.

Mr. LIVINGSTON. And get the lowest salary?

Mr. CASSON. Yes, sir.

Mr. BRICK. Then, according to your theory, the longer they are here and the more experienced they are, the more liable they are to be worth less?

Mr. CASSON. I would say that I would rather take the young policeman off the farm than pick up the fellows from the cities.

The CHAIRMAN. You have two clerks in charge of pairs at \$1,400 each.

Mr. CASSON. Yes.

Mr. LITTAUER. If I understand you properly, you desire to call one of them a deputy sergeant-at-arms?

Mr. CASSON. I want to call him an assistant sergeant-at-arms in charge of pairs.

Mr. LITTAUER. Assistant sergeants-at-arms are usually called deputies?

Mr. CASSON. I have one deputy, and then there is another suggestion. I want to make the minority pair clerk an assistant sergeant-at-arms, to be selected by the minority. He ought to have that title because very frequently I have to send him away.

Mr. TAWNEY. He is now called a pair clerk?

Mr. CASSON. No; he is called a minority employee under the House resolution. He is under the Doorkeeper. His duties have nothing to do with the Doorkeeper. He really should be on the roll of the Sergeant-at-Arms. As far as that is concerned, I do not believe Mr. Lyon would object at all.

Mr. BRICK. What would you call him?

Mr. CASSON. An assistant sergeant-at-arms, to be selected by the minority. He is a special employee now.

Mr. LITTAUER. How many clerks are there in charge of pairs?

Mr. CASSON. Three.

Mr. LITTAUER. And this assistant sergeant-at-arms, to be designated by the minority, should also be provided for under your office, rather than under the Doorkeeper?

Mr. CASSON. Yes, sir. There are two under my office now; but the duties of the other one really come under me, and I do not think there is any objection on the part of the Doorkeeper.

Mr. LITTAUER. Does he to-day receive his instructions from you?

Mr. CASSON. Yes, sir. The minority has charge of him. He comes to me for anything not political.

Mr. LITTAUER. What is he called?

Mr. CASSON. Special chief page.

Mr. LIVINGSTON. As to the policemen. Their salaries at \$85 a month would amount to \$1,020 a year; that is as near as you can come to it. Eighty-three dollars thirty-three and one-third cents would be just \$1,000 a year; but that might cause some trouble in making change and keeping the books; but if you make the salary \$85 it would be \$1,020?

Mr. CASSON. That would be much better than it is now, Colonel.

Mr. LITTAUER. You want to call this man we have just been talking about an assistant sergeant-at-arms to be selected by the minority?

Mr. CASSON. Yes, sir.

Mr. LITTAUER. You disburse the miscellaneous funds?

Mr. CASSON. No; I only disburse the members' salaries and the mileage.

Mr. LITTAUER. I notice that you have an item of postage in connection with your office, \$200?

Mr. CASSON. Yes, sir.

Mr. LITTAUER. Is that sufficient for the work?

Mr. CASSON. I have not kept close track, but, in my opinion, it is not. I have kept track of how it runs during the recess, and I think it runs short.

Mr. LITTAUER. But you do not know how much?

Mr. CASSON. No; I can not tell you exactly.

Mr. LITTAUER. Do you suppose on the monthly postage it will run from \$75 to \$100?

Mr. CASSON. Yes, sir.

Mr. TAWNEY. You have no franking privilege at all?

Mr. CASSON. No, sir.

Mr. BRICK. You think \$300 will cover it?

Mr. CASSON. I think it would just about fairly cover it, Mr. Brick.

Mr. LITTAUER. Are there any other items of appropriation under you?

Mr. CASSON. No, sir.

Mr. LITTAUER. Do you desire to comment at all upon the work in connection with your force?

Mr. CASSON. No, sir; there is not anything that I desire to say unless you gentlemen want some information. I have a good working force and I think it gives very good satisfaction to all the members. They do the work well. We never have any trouble about it and I would not care to change the force.

Mr. BRICK. You have not a great many men?

Mr. CASSON. No, sir. In fact, sometimes I am short. If I have a man sick I am in trouble. I have had two men sick lately, and it has bothered us a great deal.

WEDNESDAY, February 7, 1906.

HOUSE OF REPRESENTATIVES, OFFICE OF DOOR-KEEPER.

STATEMENT OF MR. FRANK B. LYON, DOORKEEPER.

Mr. LITTAUER. Will you please describe the organization of your force, the various branches that are in your charge, and how the personnel is organized thereunder?

Mr. LYON. I will start first with my document-room force.

Mr. LITTAUER. How many bureaus have you under your department?

Mr. LYON. The document room, the folding room, the page force, and the messengers.

Mr. LITTAUER. Have you any janitor force?

Mr. LYON. The laborers' roll and janitors.

Mr. LITTAUER. You have five distinct categories of work?

Mr. LYON. Yes, sir.

Mr. LITTAUER. The document room, the folding room, the pages, the messengers, and janitors?

Mr. LYON. Yes, sir.

Mr. LITTAUER. Kindly take up each one of those departments.

DOCUMENT ROOM.

Mr. LYON. In the document room I have eight assistants, besides the superintendent and the assistant superintendent.

Mr. TAWNEY. The assistants are clerks in the document room?

Mr. LYON. "Assistants in the document room," that is the wording of the legislative bill. There are eight of them.

Mr. BURLESON. It is here marked nine.

Mr. LYON. One of them is Joel Grayson, carried by special resolution. I have no jurisdiction over him.

Mr. LITTAUER. Your organization of the document room is superintendent, assistant superintendent, and nine assistants?

Mr. LYON. Yes, sir; and the one assistant I have no jurisdiction over. He is carried by resolution—Mr. Grayson.

Mr. BURLESON. Mr. Lyon, I notice in the bill a provision for nine assistants, and that Mr. Grayson is provided in an item immediately below that, and I notice also that the salary of one of the assistants is fixed at \$1,600, two at \$1,400, one at \$1,200, and five at \$1,000, making nine. Mr. Grayson is provided for by a salary of \$1,800.

Mr. LYON. I have left out the one at \$1,200. There is one at \$1,600, two at \$1,400, one at \$1,200, and five at \$1,000.

Mr. LITTAUER. Is the work sufficient to keep that number busy?

Mr. LYON. Yes, sir.

Mr. LITTAUER. You make these appointments?

Mr. LYON. Yes, sir.

Mr. LITTAUER. They are not under the control of any civil-service rules?

Mr. LYON. No, sir.

Mr. LITTAUER. They are annual appointments?

Mr. LYON. Yes, sir.

Mr. TAWNEY. They are not annual appointments; they are appointed for the Congress.

Mr. LYON. No; they are on the annual pay roll at so much a month.

Mr. TAWNEY. Do you reappoint them every year?

Mr. LYON. No, sir.

Mr. TAWNEY. You appoint them for the Congress?

Mr. LYON. Yes, sir.

Mr. BURLESON. They are permanent appointments, then?

Mr. LYON. Yes, sir.

Mr. LITTAUER. You have nine assistants at various rates of pay. Do these assistants do different characters of work or do they all do the same character of work?

Mr. LYON. All the same line of work exactly. In the morning they take the bills that come from the Government Printing Office and distribute them to the members' boxes, newspaper boxes, and individual boxes. They do exactly the same kind of work, all nine of them.

Mr. LITTAUER. So the man who receives \$1,000 does just as efficient work as the man who receives \$1,600?

Mr. LYON. Yes, sir.

Mr. BURLESON. And the same amount of work?

Mr. LYON. Yes, sir.

Mr. BURLESON. Is there any reason why there should be any difference in their pay?

Mr. LYON. None whatever.

Mr. LITTAUER. As I understand it, of the nine assistants one of them receives \$1,600, while five receive \$1,000 each, and the one who receives \$1,600 does the same character of work that the five who receive \$1,000 each do?

Mr. LYON. Exactly the same character of work that the men who receive \$1,000 do.

Mr. LITTAUER. Does the man who receives \$1,600 do it any more efficiently?

Mr. LYON. No, sir.

Mr. TAWNEY. You mean the man who get the \$1,600 salary does the same work as the man who receives the \$1,000?

Mr. LYON. Yes, sir.

Mr. TAWNEY. Was he appointed by resolution of the House?

Mr. LYON. No, sir.

Mr. BRICK. Who is that man?

Mr. LYON. I think the man's name is—I can not recall his name.

Mr. LITTAUER. Has there been any additions to the force since you have been Doorkeeper?

Mr. LYON. There have been five employees added.

Mr. LITTAUER. Five of these assistants?

Mr. LYON. Yes, sir; five at \$1,000 each. They were first carried by a resolution of the Committee on Accounts and then made annual by this committee last year.

Mr. BURLESON. There is an actual necessity for these men?

Mr. LYON. Yes, sir; under this new system. It is systematized now where it never was before. Then we have eight vaults down in the basement where the documents are stored, and they are systema-

tized, and any member of the force can immediately tell where anything is.

Mr. LITTAUER. As last year, when you found that you needed three assistants you followed the usual method and went to the Committee on Accounts and told them of the needs of the service?

Mr. LYON. I did at that time, because it was after this bill had been framed, and just as we got the force to work we found that we were not able to take care of the work.

Mr. LITTAUER. Is your present force ample?

Mr. LYON. Entirely sufficient.

Mr. LITTAUER. Could you get along with less?

Mr. LYON. No, sir; I would not want to take a man off from that force.

Mr. BURLESON. What, in your opinion, would be a fair compensation for that service?

Mr. LYON. One thousand two hundred dollars.

Mr. LITTAUER. These five men who receive \$1,000 are efficient men?

Mr. LYON. Yes, sir; they are very efficient.

Mr. LITTAUER. You can get men at \$1,000 to perform such work?

Mr. LYON. Yes, sir.

Mr. LITTAUER. The right character of men, with sufficient intelligence?

Mr. LYON. Yes, sir.

Mr. LITTAUER. Then how do you come to the conclusion that \$1,200 would be a fair salary?

Mr. LYON. I came to that conclusion from this fact: We have always paid the salaries of \$1,600, \$1,400, one at \$1,200, and five at \$1,000. There was some talk of making them \$1,000, and it was thought better not to ask for \$1,200, but to take it up in the next bill and see if the committee could not equalize all the salaries.

Mr. TAWNEY. If you equalized the salaries of these nine men at \$1,200, would the aggregate cost be any greater than now?

Mr. LYON. There would be an increase of \$200.

Mr. TAWNEY. That would put the force on the same equality with the messenger force, that is paid \$1,200?

Mr. LYON. Yes, sir.

Mr. TAWNEY. How does the work of the messengers compare with the work of the men in the document room?

Mr. LYON. It is not nearly as hard. The men in the document room expect to be here ten months. They get thirty days' annual leave and thirty days' sick leave. The messengers are only here during the sessions of Congress, and in the short session they are away for nine months. There is nothing to require them to be here. That is what I base the pay of \$1,200 on—the services rendered.

#### FOLDING ROOM.

Mr. LITTAUER. Go now to your force in the folding room.

Mr. LYON. I have eight employees at \$900, making a total of \$7,200; I have five employees at \$840, making a total of \$4,200; I have 18 folders at \$720, making a total of \$12,960. That is 31 employees.

Mr. LITTAUER. You have stated various rates of compensation. Is there any difference in the kind of work performed by the men?

Mr. LYON. None whatever. The most of them sit side by side at the same table. The man who receives \$720 sits right close to the man who receives \$900.

Mr. TAWNEY. Does that include the bookkeepers?

Mr. LYON. No, sir; this is the folding-room force, the labor force which put up the mail orders and wrap books.

Mr. BURLESON. Is that harder labor than the service rendered by the men in the document room?

Mr. LYON. No, sir; I do not claim it is.

Mr. BURLESON. Is it fair to give them a higher compensation?

Mr. LYON. I think they all ought to be given the \$900 compensation.

Mr. LITTAUER. It is common labor?

Mr. LYON. No, sir; they are here ten months in the year.

Mr. LITTAUER. You do not have any difficulty in getting them at \$720?

Mr. LYON. No, sir; I would not have any difficulty in getting a thousand men at that salary.

Mr. TAWNEY. What difference would this proposed change make in the aggregate appropriation?

Mr. LYON. Three thousand five hundred and forty dollars.

Mr. LITTAUER. At what rate?

Mr. LYON. Nine hundred dollars.

Mr. LITTAUER. Their average compensation is a little less than \$780?

Mr. LYON. Yes, sir.

Mr. LITTAUER. What is your reason for increasing their compensation?

Mr. LYON. Because they perform the hardest work of any employees in my department.

Mr. LITTAUER. It is not mental labor of any kind, it is simply manual labor?

Mr. LYON. No, sir; and except the four bookkeepers, I have nothing but manual labor.

Mr. BRICK. Most of these employees are from Washington?

Mr. LYON. No, sir; there is not one from Washington.

Mr. BRICK. They come from all over the United States?

Mr. LYON. Yes, sir.

Mr. BRICK. Are they generally single men?

Mr. LYON. No, sir; the majority of them are married men.

Mr. BRICK. Does the fact of their having to come here and live here have anything to do with your thinking their compensation should be \$900?

Mr. LYON. Entirely. A great many of them have been to see me about it. There was one married man receiving \$720 who said that he had found it impossible to live here for \$2 a day.

Mr. TAWNEY. What does the labor force, strictly speaking, get—what salary?

Mr. LYON. Seven hundred and twenty dollars.

Mr. TAWNEY. Are they employed here all the time?

Mr. LYON. They are; but after Congress adjourns my labor force is not a very hard-worked force.

Mr. TAWNEY. The folders work all the time?

Mr. LYON. Yes, sir; ten months in the year.

Mr. TAWNEY. They are folding speeches and documents for members of Congress all the time?

Mr. LYON. Yes, sir. I had a young man come here with only his wife, and he resigned for no other reason than that he could not hold the place at that salary.

Mr. TAWNEY. And this would come more nearly equalizing the compensation of other employees in your department?

Mr. LYON. Yes, sir. I am not equalizing it, but I am putting it upon the service they perform. I am not asking for my laborers to have any more money.

Mr. LITTAUER. These are laborers?

Mr. LYON. No, sir; they are folders.

Mr. LITTAUER. They do no labor work?

Mr. LYON. No, sir; I am talking about my laborers on the labor roll. When Congress adjourns after the short session for nine months there is very little work for them to perform. They have to stay here and clean up the corridors two or three times a week; now they are cleaned up twice a day. But the folders are here every day from 9 until 4 o'clock, except the sixty days when they are on leave.

Mr. LITTAUER. They practically work 250 days in the year?

Mr. LYON. Yes, sir.

Mr. LITTAUER. And their average pay is \$789; so it is over \$3 a day?

Mr. LYON. I will compare the work done in my folding room with any department in Washington in the amount of work turned out.

#### PAGES.

Mr. LITTAUER. Now please take up the pages. You have a certain number of pages at \$2.50 a day during the session?

Mr. LYON. Yes, sir; there are 33 pages on the floor of the House, at \$2.50 a day, and 10 on duty at the doors. I have no request to make for any additional page force.

Mr. LITTAUER. Are the 10 pages on duty at the doors all the time?

Mr. LYON. Yes, sir.

Mr. LITTAUER. And their work is to take the cards into Members?

Mr. LYON. Yes, sir.

Mr. LITTAUER. Do the messengers at the doors take the cards in?

Mr. LYON. If the pages are crowded for work the messengers are instructed to do so. Under this new order I have been compelled to put 3 additional pages, making 5, at the north door.

Mr. BURLESON. The compensation of the pages is the same?

Mr. LYON. Yes, sir.

Mr. LITTAUER. They are able to do all the work at all times even with great pressure?

Mr. LYON. Yes, sir.

Mr. BURLESON. You have not too many?

Mr. LYON. No, sir.

Mr. BURLESON. You have 5 clerks in the folding room—1 at \$1,800 and 4 at \$1,200 each?

Mr. LYON. Those are the bookkeepers in the cage.

Mr. BURLESON. Do they render the same service?

Mr. LYON. Yes, sir.

Mr. BURLESON. There is one at \$1,800?

Mr. LYON. That is the assistant to the superintendent of the folding room—the same as in the document room.

Mr. BURLESON. He does a different class of work from the others?

Mr. LYON. Yes, sir.

Mr. BURLESON. And that requires a more efficient man?

Mr. LYON. Yes, sir. The employees in the cage all get \$1,200.

#### MESSENGER FORCE.

Mr. LITTAUER. Now, please take up the messenger force.

Mr. LYON. I have 13 messengers at \$1,000 each and 13 at \$1,200 each. One is designated as a messenger in the folding room. He is the messenger to the Doorkeeper.

Mr. LITTAUER. But, in the first place, you have a soldiers' roll?

Mr. LYON. Yes, sir; but I have nothing to do with that except to fill vacancies caused by death.

Mr. LITTAUER. The soldiers do the work of messengers?

Mr. LYON. They do on the gallery doors.

Mr. LITTAUER. Is their work equally as efficient as the others?

Mr. LYON. With some of them, on account of age and sickness, it is not; but there is no redress that I know of.

Mr. LITTAUER. You have 13 messengers at \$1,000?

Mr. LYON. Yes, sir.

Mr. LITTAUER. And then one messenger detailed to the Speaker's table?

Mr. LYON. Yes, sir.

Mr. TAWNEY. If you equalize their pay at \$1,100, how much more would the aggregate appropriation be?

Mr. LYON. I did not figure it out on the \$1,100 basis. On the basis of the \$1,200 salary it would be an aggregate of \$2,600 more money.

Mr. LITTAUER. The entire force of about 40 men doing all the same character of work?

Mr. LYON. Twenty-six, and 14 on the soldiers' roll.

Mr. LITTAUER. That is, separating the messengers from actual doorkeepers?

Mr. LYON. Yes, sir. I described them according to the wording of the bill.

Mr. TAWNEY. What is the pay of the messengers in the Senate?

Mr. LYON. One thousand four hundred and forty dollars.

Mr. TAWNEY. And they do the same character of work that our messengers do?

Mr. LYON. Yes, sir.

Mr. TAWNEY. How many are there?

Mr. LYON. Fifty-four.

Mr. TAWNEY. And you have 40, including the 14 on the soldiers' roll?

Mr. LYON. Yes, sir.

Mr. TAWNEY. They have 14 more messengers than the House?

Mr. LYON. Yes, sir.

Mr. LITTAUER. These men only work during the sessions of the House?

Mr. LYON. That is all.

Mr. BURLESON. To equalize the salaries at \$1,200, how much would it cost?

Mr. LYON. There would be an increase of \$2,600.

Mr. BURLESON. If you took the aggregate amount paid for messenger service and divided it by the aggregate number of messengers, what would it amount to?

Mr. LYON. It would be about \$1,100.

Mr. LITTAUER. That would not include the soldiers' roll?

Mr. LYON. No, sir; you would have to change that by special legislation.

Mr. BURLESON. Is \$1,100 a fair compensation for this character of work?

Mr. LYON. I think it is; yes, sir.

Mr. TAWNEY. Their work is all the same?

Mr. LYON. Yes, sir. There is nothing special that the men down here have to do. The men on the public gallery doors have the hardest work of any men in the House.

Mr. LITTAUER. Please tell us how many laborers you have and what their duties are.

#### LABORERS AND JANITORS.

Mr. LYON. I have 12 men at \$720 each. A lot of those men are employed in the folding room any time when there is a rush down there, and when the rush is up here, on account of any storm or dirt being carried into the House, I use them on the floor. I use them wherever their services are needed. I have two laborers at \$720 each in the water-closets.

Mr. LITTAUER. Then you have 10 men?

Mr. LYON. That is my janitor's force under Mr. Stiles, the janitor. That is the force that I am employing to keep the corridors clean.

Mr. LITTAUER. You designate them to do janitor's work?

Mr. LYON. You can call them laborers or janitors.

Mr. TAWNEY. What work do you designate them to do?

Mr. LYON. Principally to take care of the corridors of the Capitol, from the Committee on Printing to this end of the building, and clear to the Dome. I have nothing to do with the side walls or windows. A complaint was recently made that the members could not see outdoors. The Speaker sent for me and called my attention to the fact that complaint had been made that the walls and windows were dirty, and I said that I had nothing whatever to do with that, as it came under the Superintendent of the Capitol.

Mr. LITTAUER. The cleaning of the windows is under the Superintendent of the Capitol?

Mr. LYON. Yes, sir.

Mr. LITTAUER. That, then, is the only force you have directly under your own supervision who are doing this work?

Mr. LYON. Yes, sir.

Mr. LITTAUER. Have you any other laborers than the ones you have mentioned?

Mr. LYON. No, sir.

Mr. LITTAUER. Will you tell us how the janitor work for the committee rooms is carried on?

Mr. LYON. At the present time there is a total of 62 committee rooms in this building, and 32 of them are provided with janitors by law—annual janitors.

Mr. TAWNEY. At what compensation?

Mr. LYON. Seven hundred and twenty dollars each. That leaves 30 rooms unprovided for. Thirty-two janitors at \$720 each makes a total of \$23,040. On the basis of recent legislation, where 1 janitor takes care of 3 rooms, 21 janitors—the total number of janitors for all the 62 rooms—would be \$15,120, or a saving of \$7,920 per annum—that is, figuring on the 32 janitors.

Mr. TAWNEY. That is figuring on the retention of the 32?

Mr. LYON. Yes, sir; what the legislation is at the present time.

Mr. TAWNEY. Do you advise the retention of the 32 annual janitors?

Mr. LYON. No, sir.

Mr. LITTAUER. Does the work of the 32 janitors come under your supervision to-day? Have you any control over them?

Mr. LYON. I have not, absolutely.

Mr. LITTAUER. They are appointed by the chairmen of the committees, to whom they are responsible for their work?

Mr. LYON. Yes, sir.

Mr. LITTAUER. You have no general supervisory care of their work to see that it is properly done?

Mr. LYON. No, sir; none whatever.

The CHAIRMAN. Who has taken care of the 30 committee rooms which have not annual janitors?

Mr. LYON. My messengers.

Mr. LITTAUER. These messengers have the additional duty of taking care of the 30 committee rooms—you designate them for that work?

Mr. LYON. I simply instruct them to do it; to report to the chairmen and ascertain what their pleasure is.

Mr. TAWNEY. How is that work done in practice?

Mr. LYON. It has not been very good.

Mr. TAWNEY. In what respect?

Mr. LYON. They hire other fellows to do the work. Six or eight of them will hire one colored fellow to clean six or eight rooms at \$1.50 or \$2 a week.

Mr. LITTAUER. A few of those men do the work properly?

Mr. LYON. Yes, sir.

Mr. LITTAUER. And one of them will take care of six or eight rooms at \$1.50 a week?

Mr. LYON. They get \$1.50 or \$2 a week from each of them.

Mr. TAWNEY. When I was chairman of the Committee on Industrial Arts and Expositions, before the Committee on Accounts provided a janitor for that room the only thing the messenger who was designated to do that service did, so far as I recall now, was to come into the committee room every morning and hang up his coat.

Mr. LITTAUER. The 32 appointments are annual?

Mr. LYON. Yes, sir.

Mr. LITTAUER. What duties do they perform after the adjournment of Congress?

Mr. LYON. They draw their salaries, but perform absolutely no duties whatever. They do not come under my supervision.

Mr. LITTAUER. And before a new session of Congress begins these gentlemen are their own supervisors and bosses?

Mr. LYON. Yes, sir.

Mr. LITTAUER. Did not the legislative bill of last year give you some authority?

Mr. LYON. I can speak to them and ask them if they will not work, and they promptly tell me they will not.

Mr. LITTAUER. But the language of the law is this: "And shall perform, under the direction of the doorkeeper, all of the duties heretofore required of messengers detailed to said committees by the doorkeeper."

Mr. LYON. Out of the 32, 17 are Washington colored men who live here in the District of Columbia, and they are a very sharp class of fellows. They know that after the 4th day of March nobody can remove them. They are on the pay roll, and they have the keys to the committee rooms.

Mr. LITTAUER. You have given considerable thought to a reorganization of the janitors' work in connection with the committee rooms and all the janitor work of the House of Representatives?

Mr. LYON. Yes, sir.

Mr. LITTAUER. And you have brought to us the plan that it would be well to diminish this force from 32 to 21, and you believe that having 21 men under your own supervision you can perform this work to the satisfaction of Congress?

Mr. LYON. I do; outside of two or three important committees.

Mr. LITTAUER. What are they?

Mr. LYON. The Committees on Appropriations, Ways and Means, and Judiciary.

Mr. TAWNEY. Is the Committee on the Judiciary as important as the Committee on Interstate and Foreign Commerce?

Mr. LYON. You might include that committee also.

Mr. LITTAUER. Would there be work for those men during the entire year?

Mr. LYON. There is no question but that the committees I have named should have annual janitors.

Mr. LITTAUER. I refer to the force of 21. Should they be annual or session employees?

Mr. LYON. Session employees.

Mr. LITTAUER. About what compensation do you suggest per month?

Mr. LYON. Seven hundred and twenty dollars—the same as all other classes of labor; but put them under somebody.

Mr. LITTAUER. Would it be your system to employ one man to take charge of three rooms?

Mr. LYON. Yes, sir; I have tried that. I have talked with a good many chairmen, and they have said that it worked entirely satisfactory to them.

Mr. LITTAUER. Why should you have in addition to the 21 that you suggest this force of laborers, which is also doing labor work? Should they not all be amalgamated into one force?

Mr. LYON. They would be laborers.

Mr. LITTAUER. But you call them janitors?

Mr. LYON. I call them laborers.

Mr. LITTAUER. The 10 laborers now provided for at \$720 each do exactly the same work that you have designed for these men to do if placed under your charge, which is taking charge of the rooms and the halls and the janitor service in connection with the House?

Mr. TAWNEY. The 10 laborers do work entirely different from janitor service.

Mr. LYON. My laborers keep the corridors from the Committee on Printing to this end of the building and up to the Dome clean. When I speak of janitors I mean the men who take care of the committee rooms.

Mr. TAWNEY. Do you not think it would be advisable to distinguish between the forces, calling those that take care of the corridors laborers, and those that take care of the committee rooms janitors?

Mr. LYON. Yes, sir.

Mr. LITTAUER. What would be your idea in making that distinction?

Mr. LYON. They do an entirely different class of work. I would not make the janitors annual. The committee rooms are locked up and the keys are turned over to Mr. McDowell after the final death of a Congress, and these rooms are never unlocked for nine or ten months until the next Congress convenes. The janitor force under Mr. Stiles is here the entire year.

Mr. LITTAUER. You have no charwoman force?

Mr. LYON. No, sir; the laborers clean up the corridors; that is exactly what they do.

Mr. LITTAUER. Do they do any other work except the cleaning of the corridors?

Mr. LYON. No, sir; except as I have described, the laborers who are doing outside work, the taking care of these committee rooms that have no janitors.

Mr. BURLESON. What would you pay them?

Mr. LYON. Seven hundred and twenty dollars per annum.

Mr. BURLESON. Would you pay them \$720 per annum, notwithstanding it was a session force?

Mr. LYON. Pay them at the rate of \$60 a month. You could continue to say that they were \$720 men and pay them at the rate of \$60 a month for the session.

Mr. LITTAUER. In the great Department buildings here in Washington it is customary to have a charwoman force for a few hours each day, working and cleaning up the various corridors of the buildings. Would not such a charwoman force enable you to get along with less laborers, and would they not be able to take care of the corridors in better shape than they are now taken care of?

Mr. LYON. In so far as the better shape is concerned, I would say, no. I would rather have you put that force under some other department than mine. I had a towel force of 27 or 28 women which you recently put out of commission.

#### BARBERS.

Mr. BRICK. The barbers are paid annually?

Mr. LYON. Yes, sir.

Mr. BRICK. Do they do labor work or janitor work?

Mr. LYON. Labor work—the caring of the floor of the House.

Mr. LITTAUER. How are they designated in the bill?

Mr. LYON. They are designated as "cloak-room men."

Mr. LITTAUER. The barbers are known also as "messengers?"

Mr. LYON. Yes, sir. After the session closes they have certain corridors and stairways to take care of. Now they take care of the Hall of the House.

Mr. LITTAUER. Their work as barbers is compensated for by the individuals?

Mr. LYON. Yes, sir.

Mr. TAWNEY. In addition to their services as barbers they clean up the floor of the House?

Mr. LYON. Yes, sir; that is why I am not asking for any additional labor force. I do not need it.

Mr. LITTAUER. Your suggestion to this committee is that we reform the janitor service, placing it under your own supervision or under somebody else; that the force given to the committees be disbanded, and that some one have the authority to appoint 21 session janitors at a compensation of \$60 a month for the session, and that these 21 janitors, plus 12 laborers that are now on your force, would be able to take care of all the work known as "janitor work" and do it satisfactorily?

Mr. LYON. I think it would.

Mr. BURLESON. Plus the four committees you have named?

Mr. LYON. Yes, sir. You gentlemen know as much about the committees as I do; but I should think that the Committees on Appropriations, Ways and Means, Interstate Commerce, and, perhaps, the Judiciary would be entitled to annual janitors.

Mr. BRICK. You say 21 janitors—those are session employees. Would you make 4 of the 21 janitors annual or add the 4 to the 21?

Mr. LYON. Add the four.

Mr. BRICK. That would make 25 janitors?

Mr. LYON. Yes, sir.

Mr. LITTAUER. Take it for granted that the chairman of the Committee on Naval Affairs should come here after Congress had adjourned and it would be, of course, but right that his room should be properly cleaned, if he desired to work there for a week or longer or less time, would your 10 laborers on the annual roll be able to take care of such work?

Mr. LYON. Yes, sir; and we have done it for the very committee you have mentioned.

Mr. BRICK. I did not understand one thing. I understood you to say that you could get through the session with 21 session janitors.

Mr. LYON. Yes, sir.

Mr. BRICK. But that there are four committees which would need the janitor service during the whole year?

Mr. LYON. Yes, sir.

Mr. BRICK. Why do you want the four annual janitors extra? Why could you not make the four annuals out of the 21 session employees?

Mr. LYON. I am putting it within the scope where it will be reasonable, and then Congress has added one or two rooms. There is this room back up here [indicating].

Mr. BURLESON. Committee rooms?

Mr. LYON. Yes, sir. You might call them private rooms—where the employees' barber shop used to be located. That room has been a room for the chairman of a committee.

Mr. BURLESON. To what extent would that be a reduction of your force?

Mr. LYON. It would not be a reduction in the number of my employees. It would be a reduction from 62 janitors to 21, or 25, if you provide for the four annual janitors.

Mr. BURLESON. And your labor roll would remain the same?

Mr. LYON. Yes, sir. I am not asking for any additional laborers or any additional salaries.

#### RESOLUTION EMPLOYEES.

Mr. LITTAUER. I would like to call your attention to this special legislation: There is one assistant foreman of the folding room, authorized and named under the resolution of February 6, 1900, at \$3.85 per day, and then there is another item to continue the employment of George E. Printy as assistant to the foreman of the folding room. Will you please give us what light you have in regard to those two positions?

Mr. LYON. They are carried by legislation. I have nothing whatever to do with them except to appoint them.

Mr. LITTAUER. One man is named and the other is not. Who occupies the position not named?

Mr. LYON. They are both named by resolution. Last year's deficiency bill named them both and how they shall be provided for. P. L. Coultry is the foreman at the folding room.

Mr. LITTAUER. He does the work of the foreman?

Mr. LYON. Yes, sir; he is the foreman at the branch folding room. Mr. L. D. Printy is the assistant there.

Mr. LITTAUER. He was dropped out of the bill last year and replaced in the deficiency?

Mr. LYON. I think this was the first time that he had been provided for. Heretofore he was brought here and appointed for the session.

Mr. LITTAUER. One of these men is an assistant. What is the other one?

Mr. LYON. They are both assistants. One of them has the checking up of the stuff that comes in from the Printing Office, and the other one checks up the stuff that is brought from the folding room here. If you want my opinion on that kind of legislation I will give it to you. One of these men, Coultry, had been up here not less than eight times before he was kicked out of the Committee on Accounts, and last year Mr. Hemenway called him down very hard on the floor of the House. He is here this year before the Committee on Claims for extra compensation. He has been paid not less than eight times for extra compensation.

Mr. LITTAUER. Of what character?

Mr. LYON. For the work that he claims to have performed—extra hours and the difference between the salary of \$1.85 a day and what he is getting now, \$3.85.

Mr. BURLESON. Is the compensation he is now receiving fair compensation for the services he is rendering?

Mr. LYON. Yes, sir; I think so.

Mr. BURLESON. You know the services which he renders?

Mr. LYON. He is an assistant, and both of them have additional responsibilities over the folders. They are held accountable for the stuff that goes out and comes in. One is held accountable for the

stuff that comes in from the Government Printing Office and the other is held responsible for the stuff that comes from the folding room to the Capitol.

Mr. LITTAUER. Are they efficient men?

Mr. LYON. They are amply paid. Mr. Coultry is more than amply paid. If you were paying him for the time that he loses around here trying to get claims through Congress, he is not paid enough.

Mr. TAWNEY. Under this present arrangement there is no authority or officer who can dismiss him for any cause?

Mr. LYON. No, sir.

Mr. LITTAUER. It would have to be by resolution coming from the Committee on Accounts.

Mr. TAWNEY. Could there be any objection, in view of the fact that these two places are necessary in the conduct of your business, under your charge, to authorize the Doorkeeper of the House to appoint these men and for them to be subordinate to his direction?

Mr. LYON. That is just what I tried to have done in the last legislative bill—have them put under my charge.

Mr. TAWNEY. You have no power to dismiss them?

Mr. LYON. None whatever.

Mr. LITTAUER. But if we should leave the appropriation out of this coming bill, so they would not be provided for in the next fiscal year, you would need at least two men to do their work?

Mr. LYON. Yes, sir; I certainly would need one.

Mr. LITTAUER. Was not Coultry originally provided for in the resolution of 1900?

Mr. LYON. He was provided for first by resolution adopted by the House of Representatives on January 30, 1905.

Mr. BURLESON. Where did he come from?

Mr. LYON. Illinois. He has been carried in this way from one resolution to another.

Mr. BURLESON. What would be a fair compensation for the services he renders the Government?

Mr. LYON. I think \$1,200 a year for both of them would be a fair compensation, and if they were put under my jurisdiction I would be glad to have the salaries made annual.

Mr. BURLESON. Is there any necessity for two?

Mr. LYON. Yes, sir; I think so. I have tried to explain to you the nature of their work. One is responsible for the stuff that comes in from the Government Printing Office, and the other is responsible for the stuff that comes to the Capitol.

Mr. BURLESON. Do you need them during the entire year?

Mr. LYON. Yes, sir. I wrote to Mr. Printy and asked him to return to work, and he never paid any attention to my letter.

Mr. TAWNEY. That is due to the fact that he is under the control of the House and not under the control of any officer?

Mr. LYON. Yes, sir. If I had a man, and I needed his services, and he did not return, I would appoint his successor.

Mr. LITTAUER. Is there anything which you wish to say to the committee?

Mr. LYON. Three years ago there was enacted this kind of legislation: A resolution was introduced and the Committee on Accounts provided for a watchman in the old library space, where my documents are stored, over my document room. It is a place where

nobody visits, but under the law I am required to file one copy of every bill introduced and keep it there on record. There is a voluminous lot of stuff up there. It was under my document room. The resolution was favorably reported at \$1,200. The next year it was carried in the bill at the same salary as "one attendant in the old library space of the building." That passed this committee and went to the Senate, and when it came back it carried two attendants at \$1,500 each.

Mr. TAWNEY. Who appointed them?

Mr. LYON. They were appointed by Mr. Wood, the Superintendent of the Capitol. And the documents and everything are absolutely under my charge; I am responsible.

Mr. TAWNEY. Do they perform any labor that is connected in any way with the care and custody of the building?

Mr. LYON. None whatever.

Mr. TAWNEY. Their duties are to care for the documents that are under your charge and for which you are responsible?

Mr. LYONS. Yes, sir. I think it is a reflection on my department for this committee to pass such legislation.

Mr. BURLESON. Did you not ask for it?

Mr. LYON. No, sir. I asked last year to have it put back under my department, where it belongs.

Mr. LITTAUER. It is simply a depository for these documents?

Mr. LYON. For these files, which I am obliged by the law to keep.

Mr. BURLESON. Who did ask for it?

Mr. LYON. I do not know. The resolution was introduced and sent to the Committee on Accounts. It was first done by a resolution asking for one watchman.

Mr. BURLESON. Was there any necessity for that watchman?

Mr. LYON. I think there was. I did not have force enough in my department to detail a man to stay up there from 9 o'clock in the morning until Congress adjourned. There is some very valuable stuff.

Mr. TAWNEY. You think that the positions ought to be continued?

Mr. LYON. They have not been under my department.

Mr. TAWNEY. Independent of the question of jurisdiction over the employees, the service is necessary?

Mr. LYON. I think one watchman should be provided for at \$720 and put him under my department, instead of two at \$1,500 each. I do not know of any watchman who gets \$1,500 a year.

Mr. LITTAUER. Do they do any other work than that of watching?

Mr. LYON. I understand that one does not do anything.

Mr. BURLESON. Who is he?

Mr. LYON. I do not know.

Mr. LITTAUER. Do you place these files there?

Mr. LYON. It is done by the document-room force.

Mr. LITTAUER. And these men are simply there to watch?

Mr. LYON. Yes, sir.

Mr. BURLESON. Why not lock it up?

Mr. LYON. Members go there to find copies of old bills.

Mr. BURLESON. Does the watchman find the documents for him?

Mr. LYON. Yes, sir.

Mr. LITTAUER. Then they do something besides watch?

**Mr. LYON.** Yes, sir.

**Mr. LITTAUER.** You want a laborer at \$720?

**Mr. LYON.** I do not care what you call him. A \$720 man will do what work is necessary. If it was put back under my department when Congress was not in session, I would cause the room to be locked and the key brought downstairs, and then Mr. Sumner could send one up there when it was necessary.

**Mr. LITTAUER.** Have you enough force in the document room to take care of it?

**Mr. LYON.** Yes, sir; with this one man.

**Mr. BURLESON.** Only one man for the session?

**Mr. LYON.** I would rather have him for the year.

**Mr. BURLESON.** But you say you would lock the room up?

**Mr. LYON.** Yes, sir.

**Mr. BURLESON.** There is less necessity of a man in the document room when Congress is not in session than when it is in session?

**Mr. LYON.** Yes, sir; but the employees in the document room only get thirty days' annual and thirty days' sick leave. There is always plenty of work. There is not a day when they do not have a large mail from members to attend to.

**Mr. LITTAUER.** This work requires more intelligence than folding?

**Mr. LYON.** I do not know anything about the character of the two men up there; I know nothing about them.

**Mr. LITTAUER.** You must admit that the duty of a man who can keep these documents in such shape as to enable a Congressman to pick out such old bills as he may require is more than common labor work. Your own document-room men, who distribute documents, are paid a higher compensation?

**Mr. LYON.** Yes, sir; I think their duties are harder.

**Mr. LITTAUER.** It is a class of work that requires more intelligence than the labor work requires?

**Mr. LYON.** Yes, sir; the two places are now held by two Senators. I do not know of any Senatorial patronage that we have.

**Mr. BURLESON.** What are their names?

**Mr. LYON.** I can not tell you their names.

**Mr. BURLESON.** Who would know?

**Mr. LYON.** Probably Mr. Wood, the man who appointed them. I do not know who they are.

**OFFICE OF DOORKEEPER, HOUSE OF REPRESENTATIVES,  
Washington, D. C., January 19, 1906.**

**Document room:**

1 employee, at \$1,600-----	\$1,600
2 employees, at \$1,400-----	2,800
5 employees, at \$1,000-----	5,000

Total, 8 employees----- 9,400

8 assistants in document room, at \$1,200----- 9,600

Increase of \$200.

**Folding room:**

8 employees, at \$900-----	7,200
5 employees, at \$840-----	4,200
18 employees, at \$720-----	12,960

Total, 31 employees----- 24,360

31 folders, at \$900----- 27,900

Increase of \$3,540.

*Janitors to committees.*—A total of 62 committee rooms; 32 are provided with janitors by law, leaving 30 unprovided for; 32 committees provided with janitors at \$720 per annum, or a total of \$23,040. On a basis of one janitor to three committees, or 21 janitors, the total amount for janitor service for all 62 committee rooms would be \$15,120, or a saving of \$7,920 per annum.

NOTE.—Legislation should be provided giving the appointing and dismissal power to some officer of the House after the final adjournment of the Congress on March 4, as there are no committee chairmen after that date, excepting the Committee on Accounts. Consequently the janitors provided for by legislation, with the appointing power with the chairman, it will be seen that no one has any jurisdiction over them in the way of appointing their successors or any power to make them perform work.

NOTE.—It is also recommended that no more employees be provided for by naming them in a resolution, as such employees are not under the jurisdiction of any officer and it does not tend for the discipline of the service.

---

WEDNESDAY, February 7, 1906.

OFFICE OF THE POSTMASTER.

STATEMENT OF MR. J. C. McELROY, POSTMASTER.

Mr. LITTAUER. Your force consists of an assistant postmaster, 12 messengers at \$1,200 each (those are the annual appointees), and eight session appointees, together with a laborer?

Mr. McELROY. Yes, sir.

Mr. LITTAUER. Is that a sufficient force for you to do your work properly?

Mr. McELROY. We are doing it pretty well with that force. The truth is we ought to have another man for a kind of supernumerary. Every man has a place when Congress is in session, and he is kept mighty close to his place. Thirteen of these men go to the city post-office at 5 o'clock in the morning, and they prepare the mails for delivery. The others are at the House here and on the two wagons. I have this kind of trouble: When they are all well I do not have any trouble in keeping right along with the work, but if one happens to be sick, which, on account of the exposure in the morning, is very often the case, I have no man for a relief.

Mr. TAWNEY. Have you any substitutes?

Mr. McELROY. No, sir; every man has his place, and the janitor, the colored man, goes every day with the big wagon to deliver heavy mail. The only thing I would like is to have an additional man for the session to assist in this work and when not handling the heavy mails to act as supernumerary.

Mr. LITTAUER. Are the mails ever so heavy that you can not handle them at the proper time that they should be distributed?

Mr. McELROY. No, sir.

Mr. LITTAUER. Have you had any complaints at all about the deliveries not being prompt?

Mr. McELROY. Yes, sir; I have had complaints from men who live way out in the suburbs of the city. When they get their mail a little late they complain. We get to them pretty promptly and try to explain matters.

Mr. LITTAUER. How soon after you receive the mail is the mail distributed?

Mr. McELROY. From the city post-office we make two deliveries a day—morning and evening. The mail that comes in at 7 o'clock is up here at 9 o'clock—that is, we have it in the boxes ready for delivery. We have shortened the time by an arrangement with Mr. White, the Superintendent of the Railway Mail Service, by having him post-mark letters and bag them on the train, and when they come into the post-office the mail is thrown right to our messengers down in the city office instead of going through the office there and being stamped. That always took from half an hour to three-quarters of an hour. Now we get it direct in the pouch that is thrown to our messengers.

Mr. LITTAUER. And that enables you to perform your work more easily?

Mr. McELROY. Yes, sir.

Mr. LITTAUER. And to make the deliveries earlier?

Mr. McELROY. Yes, sir.

Mr. LITTAUER. But the work that is done here in the distribution of mail—is that promptly done; have you force enough to carry it out?

Mr. McELROY. Yes, sir.

Mr. LITTAUER. Every now and then we hear complaints about letters being delayed in the distribution.

Mr. McELROY. There are all kinds of complaints when there are so many mails a day and so many deliveries, but there is seldom a mishap. We do not have very much complaint; we get along quite well.

Mr. LITTAUER. Any mail dropped in the office that you gather up before 4 o'clock in the afternoon, is that delivered that evening?

Mr. McELROY. Any mail deposited down here after 3.30 in the afternoon can not go out that evening.

Mr. LIVINGSTON. It goes out in the morning?

Mr. McELROY. We send it down to the city post-office and it goes out in the morning delivery to the residences. All deliveries to the residences are made from the city post-office.

Mr. LITTAUER. Have you charge of the men on the wagons that distribute the mail?

Mr. McELROY. Yes, sir; they are our messengers.

Mr. LITTAUER. How do you obtain these wagons?

Mr. McELROY. We have them by contract. We advertise for a contract every year and make a contract every year. It is a great bother to do it because we have a new man every year to take charge of the work.

Mr. LIVINGSTON. It must be a pretty good system, because in fifteen years I have not made a complaint.

Mr. McELROY. Occasionally there are some people who will make complaints.

Mr. TAWNEY. What do you have to pay under your contract for the delivery of this mail?

Mr. McELROY. We have a contract with a man for twelve months who furnishes 7 wagons—six 1-horse wagons and 1 heavy 2-horse wagon. That requires 8 horses. He takes the contract to furnish those wagons and horses and deliver them every morning at the city post-office at 5 o'clock, and then during the day up here at the House, at such times as we want them, at 3 o'clock. He furnishes

and takes care of the horses and wagons. The contract this year, which is the lowest it has ever been, is \$1,840.

Mr. TAWNEY. He does not furnish a man with each team?

Mr. McELROY. No; he only delivers them here or delivers them at the city post-office.

Mr. TAWNEY. And your men go with the teams?

Mr. McELROY. Yes, sir; they drive them to the stable. You know we have a stable; it belongs to the Government.

Mr. TAWNEY. And you pay only \$1,840?

Mr. McELROY. Yes, sir; \$1,840 for eight horses and seven wagons. The year I came here, at the beginning of the Fifty-fourth Congress, the contract was \$2,700. It had been \$3,000 before that. The Appropriations Committee reduced the appropriation in the Fifty-sixth Congress to \$2,500, and that drove all of the bidders out of the competition. For five years one man had the contract. He bid \$2,500 and got it. There would be no other bids. Finally two years ago I had a little trouble, and I went around and coaxed a man to bid, and now he has come back and run the price down to \$1,840. I do not suppose he is making a cent. I think \$2,500 is a safe amount to appropriate. It is cheap enough if they get the whole amount. I had to promise a man two years ago \$2,800. He bid \$3,000 in the first place. I would not accept his bid; I could not, and he would not modify his bid down to \$2,500 unless I agreed to get him some more money. I told him that I would do my best with the Appropriations Committee to get him an additional amount; that I would get what I could for him. He started in at \$2,500, and through the Committee on Appropriations, in the deficiency bill, we secured \$300 additional for him. That is the most that has ever been paid since I have been here.

I would like to say this to the committee as to the session men who have come here, that I require them to come about the 25th of November, and they work several days before Congress convenes. They do not care very much for that. Quite a number of the members come to Washington by the 20th of November, especially those who have children that go to school, and we have to start our route wagons several days before Congress convenes. They usually come about the 25th of November.

Mr. LITTAUER. They get an extra month's pay at the end of the session, and in a short session they get pay for four months, when they only work three months, and the extra month's compensation.

Mr. McELROY. Yes, sir. This year I had them sworn in on the 1st day of December; but their pay commenced on the 4th, and they thought that was a little tough.

Mr. TAWNEY. Those are the session men?

Mr. McELROY. Yes, sir; and we had been working some of them ten days.

Mr. TAWNEY. They get an extra month's pay, but not pay for the interim between sessions?

Mr. McELROY. No, sir.

Mr. TAWNEY. How many session men are there?

Mr. McELROY. Eight.

Mr. LITTAUER. And they get \$100 a month?

Mr. McELROY. Yes, sir. I told them they would probably get pay

for the whole of the last month even if Congress adjourned in the middle of the month; but I think if you would make their pay commence from the 1st day in December that it would be entirely satisfactory.

Mr. LIVINGSTON. What did you say their salary is?

Mr. McELROY. One hundred dollars a month. That is the salary of the messengers.

THURSDAY, February 8, 1906.

#### LIBRARY OF CONGRESS.

(See also page 498.)

#### STATEMENT OF MR. HERBERT PUTNAM, LIBRARIAN OF CONGRESS.

Mr. LITTAUER. Mr. Putnam, will you turn to page 41 of the bill, so that we may follow it together by items? How many bureaus or subdivisions of force have you in the Library? Are they indicated by the various paragraphs of the appropriation?

Mr. PUTNAM. Absolutely; catalogue, shelf, bibliography, and so forth.

#### PERSONNEL OF THE LIBRARY.

Mr. LITTAUER. Your total force in the Library amounts to how many?

Mr. PUTNAM. Three hundred and three persons, exclusive of the card section.

Mr. LITTAUER. That includes the copyright division?

Mr. PUTNAM. Yes; 68 in the copyright division. That would leave 235 in the Library proper.

Mr. LITTAUER. This force is entirely under civil-service regulations, with the exception of the few exemptions?

Mr. PUTNAM. No position in it is under the civil service.

#### METHOD OF APPOINTMENT.

Mr. LITTAUER. What, then, is your method of appointment?

Mr. PUTNAM. We have a form of application which tabulates very fully the education and experience of the applicant. That is filled out by him and filed. He is at liberty to inclose with it testimonials, commendations, and recommendations. He is invited in it to refer to six people who know personally of his fitness and six who know him personally and can testify as to his character. These applications are filed, and at the time of the filing are gone over by the chief clerk and myself. Any possessing apparently rather notable training for our work are at the same time called to the attention of the chief of the division which may ultimately be interested in considering the application; and if a vacancy occurs all the applications that seem in any way appropriate to that position are turned over to the chief of the division in which the vacancy exists, and he goes over them carefully. Everything relating to that applicant that we have in our files is turned over to him.

Mr. LIVINGSTON. Who is that turned over to?

Mr. PUTNAM. The chief of the division in which the vacancy exists.

Mr. LIVINGSTON. Have you no appointment clerk?

Mr. PUTNAM. No, sir; our problem is a small one, with only a small force. The appointments are made by the Librarian. A decision is reached in conference between the chief of the division, the chief clerk, and the Librarian.

I was about to continue and say that the chief of division reports a list, usually of half a dozen names out of those whose applications he has looked over, in the order in which he would recommend that a preference should be given. I go through those applications. The chief clerk checks up his work. I review it, and in conference we decide upon some applicant, not for a definite appointment, but to be tested in actual work for a period of from three months to six months. At the end of that period he is dropped unless then recommended by the chief of division for appointment, and the recommendation must come from the chief of division. That period of test is, in effect, an examination, such as we have.

As a matter of fact, the application itself is very informing—the application and the method of application. The form is a very full one, and where an applicant has had training in a library school or has had experience in a library, through our acquaintance with the methods of library schools and with the personnel of the libraries and with the scope of libraries and the kind of material which they handle, we are able to estimate pretty well the value of his experience for us.

Mr. LITTAUER. The responsibility for appointment rests, then, with yourself and the method you have described?

Mr. PUTNAM. Yes.

Mr. LITTAUER. Have you been uniform in your treatment of applicants, based upon what you would say was their equipment for the work? Do you occasionally lapse from your rigid rule? Has there been any partiality?

Mr. PUTNAM. I do not suppose, Mr. Chairman, that my response to such a question would be of any value.

Mr. LITTAUER. Tell us the facts.

Mr. PUTNAM. I mean my categorical response would have no value. I am making appointments under the law, the appropriation act of February 19, 1897, which prescribes that all appointments made by me shall be made—the selections shall be made—with reference to aptitude for the particular positions, and that I shall consider merely the fitness of the applicants.

Mr. LIVINGSTON. Still you do not answer that question.

Mr. PUTNAM. I will go back to it and answer it categorically. But I wish to submit as a part of my answer the evidence itself.

Mr. LIVINGSTON. That is all outside. Answer the question straight—yes or no.

Mr. PUTNAM. I know, sir, of not more than half a dozen cases out of, I suppose, 275 appointments that I have made where the appointments would not have been made without reference to anything in the way of a recommendation or an indorsement, or what might be called "influence."

**Mr. LITTAUER.** While you have practically not even civil service regulations, you have still adopted the ideal civil service regulation of determining the aptitude and the ability of the individual to fill the place that you want to fill?

**Mr. PUTNAM.** I think I have, sir; and the evidence of it is here. These are the qualifications of the people whom I have appointed [submits document following]:

[House Resolution No. 195, Fifty-ninth Congress, first session.]

January 26, 1906.—Referred to the Committee on Reform in the Civil Service, and ordered to be printed.

**Mr. Cousins** submitted the following resolution:

*Resolved by the House of Representatives,* That the Librarian of Congress be requested to furnish to the House of Representatives a statement giving the names of all employees now in the Library of Congress and on its pay roll, date of appointment, the actual residence of each employee at the time appointed, and the names of all persons who recommended the appointment of each employee. Also to state briefly what special training for library work, or for the particular position occupied, each employee had at the time of appointment; also to state what, if any, examinations have been made testing the ability and fitness of applicants before appointed.

—  
JANUARY 29, 1906.

**Mr. CHAIRMAN:** Proposed H. R. 195, introduced on Friday last, was, I believe, referred to your committee. It calls for certain information as to appointments in the Library service.

Within the period of my administration such information can readily be communicated, and I should hope for immediate favorable report of the resolution. This information is, however, at the service of any member of Congress without formal action by the House; and I should prefer to have this emphasized by enabling the committee's report itself to convey the data requested. They require a couple of days to draw off from our records, but I can place them in your hands by Wednesday.

Very respectfully,

HERBERT PUTNAM,  
*Librarian of Congress.*

Hon. FREDERICK H. GILLETT,

*Chairman Committee on Reform in the Civil Service,  
House of Representatives.*

—  
JANUARY 31, 1906.

SIR: Proposed H. R. 195, introduced last Friday, requests certain information as to appointments and employees in the Library of Congress. As suggested in my note of Monday, I forward now a statement giving the information requested within what I assume to be the intent of the resolution.

The information called for is as follows:

1. The names of all employees now (January 26, 1906) in the Library of Congress and on its pay roll.
2. The date of appointment of each.
3. The actual residence of each at the time appointed.
4. The names of all persons who recommended the appointment.
5. What special training for library work, or for the particular position occupied, each employee had at the time of appointment.
6. What, if any, examinations have been made testing the ability and fitness of applicants before appointed [appointment].

Of the 313 employees now in the Library (including the card section), 22 were in office at the time of the transfer from the Capitol, and 55 others were appointed by my immediate predecessor.<sup>a</sup> The former group were appointed prior

---

<sup>a</sup> There were but 125 employees on the pay roll when I took office.

to the enactment of the present law (appropriation act approved February 19, 1897) prescribing the basis of selection; and the application of the law to the second group (appointed between July 1, 1897, and April 5, 1899) is but imperfectly shown by our records, no form of application being then in use which set forth the education, training, or experience of the applicant. Such data as are of record regarding them are embodied in the statements (form appended, marked "A") which I invited from them after I took office. These are, no doubt, imperfectly descriptive of the qualifications of these employees, and are certainly imperfect as an indication of their present "fitness" after years in the service. To give them would not seem wholly just either to the employees or to the appointing executive, and I do not attempt to forward them until certain that they are required.<sup>a</sup>

I can therefore answer with certainty and completeness only as to the 236 present employees appointed since I took office (April 5, 1899).

The list is therefore in three divisions:

- I. Of present employees appointed since April 5, 1899.
- II. Of present employees appointed between July 1, 1897, and April 5, 1899.
- III. Of present employees who were in the Library at the time of removal from the Capitol.

The entire present pay roll of the Library service proper, including copyright office, is thus covered. In Division I, under each employee, is given the date of his appointment, his actual (legal) residence when appointed, his antecedent education, training, and experience [indicated briefly, as desired], the salary and position to which he was appointed, and the position and salary now held by him. Under Divisions II and III the facts as to his antecedent education, training, and experience are omitted.

**Recommendations.**—One question I can not answer without conveying a false impression. It is question 4. It calls for "the names of all persons who recommended the appointment of each employee." The law (appropriation act approved April 19, 1897) specifies that "all persons employed in \* \* \* said Library of Congress under the Librarian \* \* \* shall be appointed solely with reference to their fitness for their particular duties." It makes no provision for appointments upon "recommendation," and our records naturally fail to show a basis of appointment not authorized by law.

The form of application [appended, marked "D"] invites the applicant to name not exceeding six persons who know him personally, and not exceeding six who know personally of his fitness. He is of course at liberty to file letters from these and from other persons. Still others may write to us in his behalf, but not at his instance, and some in answer to direct inquiry from us. All such commendations are on file, but their influence, if any, in the decision is not indicated. The names of the writers could be drawn off; but the mere names, even where significant at all, would not be uniformly significant, and would augment the statement greatly without adding to its value. The only occasion for recourse to them would seem to be where the qualifications of an applicant were not apparent from his education or experience, and some other explanation had to be sought for his appointment.

**Examinations.**—Question 6 asks, "What, if any, examinations have been made testing the ability and fitness of applicants before appointed [appointment]?"

The present method of selection, in vogue since April 5, 1899, is as follows: Applicants are required to fill out in their own handwriting a form [appended, marked "B"] which tabulates information desired, particularly their education, special training, library experience, business experience, and special accomplishments, languages, stenography, or other facts suggestive of fitness. The answers and the method of answer are in themselves informing. Where special library training is claimed, its value can be estimated from our knowledge of the library schools; where experience in a library, by our knowledge of the scope and methods of that library. To this general knowledge is added a particular report as to the efficiency of the applicant, secured by direct inquiry of the head of the library school or library, the reply to which is confidential. For all save the minor positions, and for most of these, there is added the impression gained in personal interviews.

---

<sup>a</sup> On December 17, 1897, a resolution was adopted by the Senate similar in scope and almost in phraseology with the present one, omitting, however, question 4. It was answered by my predecessor on December 28, 1897. I append a copy [marked "C"] of his answer [Fifty-fifth Congress, second session, December, 42].

When a vacancy exists all the applications appropriate to it, together with the accompanying papers, are examined by the chief of the division in which it exists. He is free to call for more information concerning an applicant and to secure it, by correspondence or otherwise. He then submits a list of, usually, a half dozen names, in the order of his preference. His examination is checked by the chief clerk and reviewed by the Librarian.

An applicant is thus, in conference, selected, not for appointment, but for a test in actual work during a probationary period. This period, never less than three, generally six, months, and sometimes longer, constitutes the "examination" proper. At the end of it the candidate is dropped unless then recommended by his chief for appointment to the regular service.

No system of examination seems to have been in vogue during the administration of my predecessor, though in April, 1898, one noncompetitive examination by written questions was held of employees in the service appointed by him on probation prior to that date.

As a question raised is as to the qualifications at the time of appointment, the list is arranged according to the salaries received at the time of appointment.

Very respectfully,

HERBERT PUTNAM,  
*Librarian of Congress.*

HON. FREDERICK H. GILLETT.

*Chairman Committee on Reform in the Civil Service,  
House of Representatives.*

#### DIVISION I.

##### APPOINTMENTS APRIL, 1899, TO DATE.

###### *Employees who entered the service at \$5,000.*

Putnam, Herbert, Massachusetts.—Harvard College. A. B.; Hon. Litt. D. Bowdoin, 1898. Columbia College School of Law (one year). Member Minnesota bar. Librarian Minneapolis Athenaeum, 1884-1889. Librarian Minneapolis Public Library, 1889-1891. Librarian Boston Public Library, 1895-1899. Member of bar, Suffolk County (Boston), Mass., in active practice, 1892-1895. President Massachusetts Library Club, 1896-97. President American Library Association. Entered service, 1899. Librarian of Congress, \$5,000. Present position, Librarian of Congress, \$6,000.

###### *Employees who have entered the service at \$3,000.*

Ford, Worthington C., New York.—Public and polytechnic schools of Brooklyn, N. Y. Columbia College, New York (two and one-half years). Editorial staff New York Herald. Chief Bureau of Statistics, Department of State, 1885-1889. Chief Bureau of Statistics, Treasury Department, 1893-1898. Chief division of manuscripts and documents, Boston Public Library. Collector of Americana; authority on sources of American history; author of various works on American history; editor of the writings of Washington, etc. Languages: French, German, Italian. Entered service, 1902, chief division of manuscripts, \$3,000. Present position, chief division of manuscripts, \$3,000.

###### *Employees who have entered the service at \$2,500.*

Scott, George W., Illinois.—Stanford University. A. B. Cornell University, law, political science, etc. University of Chicago. University of Pennsylvania, LL. B. Ph. D. Columbia University. Instructor, Armour Institute of Technology. Instructor in public law, University of Pennsylvania, 1901-1903. Member of bar of Philadelphia and supreme court of Pennsylvania. With Carnegie Institution, engaged in research in comparative jurisprudence. Languages: French, German, Spanish. Entered service, 1903, chief of division of law, \$2,500. Present position, chief of division of law, \$2,500.

*Employees who entered the service at \$2,000.*

**Parsons, Arthur J., Massachusetts.**—Private school (Noble's) at Boston; full preparation for Harvard College. Foreign travel. Study of art collections in France. Collector of prints, and connoisseur. Entered service 1900; chief of division of prints, \$2,000. Present position, chief of division of prints, \$2,000.

**Sonneck, O. G. T., New Jersey.**—Public school, Hoboken, N. J. Kiel, Germany. Ober-Realschule Kieeler Gelehrtenenschule. Kaiser Friedrichs Gymnasium in Frankfort. University of Heldorf, specializing in history and theory of music. University of Munich, specializing in history and theory of music. Conservatory, Sonderhausen, Germany (conducting). Composer. Since 1896 writer on musical subjects in American, German, and Italian reviews. Compiler of bibliography of early secular American music. Author of "Francis Hopkinson and James Lyon," and of "History of Secular American Music in the Eighteenth Century," etc. Student of musical collections of American and foreign libraries—Munich, Vienna, Bologna, Florence, Berlin, Paris, etc. Languages: "Read, write, and speak German, French, and Italian." Entered service 1902, chief division of music, \$2,000. Present position, chief division of music, \$2,000.

*Employees who entered the service at \$1,800.*

**Burchard, Edward L., Illinois.**—Beloit College, Beloit, Wis., Ph. B. University of Chicago, post-graduate course in geology (one term). Chief clerk mines department, Chicago Exposition, 1891-1893. Recorder and librarian Field Columbian Museum, 1894-1896 (in charge publications). Editorial staff The Inland Printer, Chicago, 1897. Chief library and archives, United States Coast and Geodetic Survey, 1898-1903. Acting librarian Department of Commerce and Labor, six months, 1903. Stenography and typewriting. Languages: French, German, Latin. Entered service, 1904, in charge of publications, \$1,800. Present position, chief of order division, \$2,500.

**McGuffey, Margaret D., Massachusetts.**—Private school (Miss Armstrong's), Cincinnati, Ohio. New York State Library School, 1893-94, 1894-95. Boston Public Library, in charge of issue department, 1895-1905. Languages: Reading knowledge German, French, and Italian. Entered service 1905, Librarian's secretary, \$1,800. Present position, Librarian's secretary, \$1,800.

**Perley, Clarence W., Illinois.**—Massachusetts Institute of Technology, 1884-1887 and 1894-1896, B. S., 1896 (biology). Amherst Library School. With engineering concerns, 1897-98. Assistant, department of biology, Massachusetts Institute of Technology. Assistant in charge engineering library, Massachusetts Institute of Technology, 1898-1900. Classifier, John Crerar Library, Chicago, 1900-1902. Library of Congress, 1902-1903. Chief classifier John Crerar Library, 1903-1905. Languages: German (two years), Italian, Spanish, Latin (three and one-half years), French (three and one-half years). Entered service, 1905, classifier, \$1,800. Present position, classifier, \$1,800.

**Thompson, J. David, West Virginia.**—Victoria University, Owens College, Manchester, England, B. Sc., 1892; M. Sc., 1895; first in first honors school of mathematics, with Derby scholarship for special merit. Cambridge University. Trinity College, B. A., 1895; M. A., 1899; sixteenth wrangler mathematical tripos; Part II, natural science tripos (physics and chemistry); major foundation scholar of Trinity College, 1894-1898. London University, B. Sc., 1893; university exhibitioner. Honors in mathematics and physics. Lecturer and demonstrator in physics and physical chemistry and lecturer in mathematics, University College, Sheffield, England. Lecturer in applied mathematics, University of Chicago. Assistant professor of mathematics, University of West Virginia. In charge of magnetic survey of West Virginia. Observer in total eclipse party, 1900, United States Coast and Geodetic Survey. Representative of scientific departments on library committee of faculty, University of West Virginia. Foreign travel. Languages: Reading knowledge French, German, Latin, Greek; slight, Spanish, Italian, Russian, Danish. Entered service 1901, cataloguer, \$1,800. Present position, chief, division of documents, \$3,000.

*Employees who entered the service at \$1,600.*

**Ashley, Frederick W., Ohio.**—Adelbert College, A. B., A. M. Yale Divinity School (one year). University scholar, Harvard, part of 1891-92. New York State Library School. Librarian, Painesville, Ohio, public library. Instructor

in Latin, 1887-1891, and principal, 1892-1897, Western Reserve Academy, Hudson, Ohio. Typewriting, bookkeeping. Languages: Cataloguing knowledge of French, German, Latin, Greek. Entered service 1900, assistant copyright office, \$1,600. Present position, chief clerk, copyright office, \$2,000.

*Employees who entered the service at \$1,500.*

Brockett, Paul, Illinois.—Columbian University (scientific course). Recorder department of anthropology, United States National Museum. Stenography and typewriting. Languages: French, German. Entered service 1902, in charge Smithsonian deposit, \$1,500. Present position, in charge Smithsonian deposit, \$1,500.

Disserud, Juul, Illinois.—University of Christiania, Norway, A. B., 1884; A. M., 1886; candidatus philologie, 1892. Teacher of languages in Norwegian College. Field Columbian Museum, 1894-1900 (assistant librarian, 1894-1897; librarian, 1897-1900). Languages: Scandinavian languages (including Old Norse). German, French, and English (including Anglo-Saxon, Old French, and Old German). These and Latin reads fluently, and fair knowledge of Italian and Spanish; some knowledge of Dutch. Entered service 1900, cataloguer, \$1,500. Present position, cataloguer, \$1,500.

Flagg, Charles A., Massachusetts.—Partridge Academy, Duxbury, Mass., 1887-1889. Bowdoin College, A. B., 1894. New York State Library School (graduated with honor). Assistant Bowdoin College Library. Assistant New York State Library, 1896-1900. Languages: Latin, French, Spanish, Greek, and German. Entered service 1900, reviser, catalogue division, \$1,500. Present position, reviser, catalogue division, \$1,500.

Koenig, Walther F., Pennsylvania.—University of Leipzig, Germany, 1880-1883. University of Pennsylvania, 1890-1891, Ph. D. Assistant to librarian, University of Pennsylvania, 1890-1900. Languages: German, French, Italian, Spanish, Portuguese, Dutch, and the Scandinavian languages. Entered service 1900, reviser, catalogue division, \$1,500. Present position, reviser, catalogue division, \$1,800.

Neumann, Felix, Illinois.—Altstaedtisches Gymnasium, Koenigsberg, Prussia, 1865-1877. Twenty-three years' experience in the scientific book trade. Languages: German, French, Italian, Spanish, Dutch, Latin, Greek, Hebrew. Entered service 1900, assistant, \$1,500. Present position, assistant, order division, \$1,500.

Stefansson, Steingrimur, Illinois.—College, Reykjavik, Iceland, 1876-1881. University at Copenhagen, 1882-1886; degrees in psychology and mathematics. Newberry Library, Chicago, 1892-1894 (cataloguing, classification, etc.). Languages: Icelandic, Latin, Greek, modern Scandinavian languages, German, French, Spanish, Dutch, Portuguese, some Russian and Roumanian, Italian. Entered service 1899, cataloguer, \$1,500. Present position, cataloguer, \$1,800.

*Employees who entered the service at \$1,200.*

Boyd, Allen R., District of Columbia.—Public schools of Boston, Mass. With Baldwin & Co., cotton factors, Savannah, Ga. Secretary to manager, to receiver, and for receivers, Choctaw Coal and Railway Company (now Choctaw, Oklahoma and Gulf Railway), Indian Territory. Confidential clerk to Secretary of Interior, 1893-1895. Secretary of Commission to the Five Civilized Tribes, 1895. With James Boyd & Bro., Philadelphia, Pa. Stenography and typewriting. Entered service, 1899; librarian's secretary, \$1,200. Present position, chief clerk, \$2,500.

Cole, William H., Colorado.—University of Illinois, 1877-78. University of Nebraska, 1881-82. Clerk, Eleventh Census, 1890-1894. Clerk, Twelfth Census, 1900-1902. Business experience. Entered service, 1902; assistant correspondence division copyright office, \$1,200. Present position, first assistant correspondence division, copyright office, \$1,400.

Dougherty, Harold T., Massachusetts.—Harvard College, 1896-1898. Columbian University, 1902-3. Cambridge (Mass.) Public Library, nine years. Library of Congress, 1900-1902. Documents library, Government Printing Office, 1902-3. Typewriting. Languages, "slight knowledge." Entered service, 1904; periodical clerk, copyright office, \$1,200. Present position, periodical clerk, copyright office, \$1,200.

Johnston, W. D., Rhode Island.—Nashua High School, 1885–1888. Brown University, 1889–1893. A. B. University of Chicago, 1893–94. Harvard University, 1897–98. A. M. Instructor in history, University of Michigan, 1894–1897; Fall River High School, 1898–99; Brown University, 1899–1900. Special work, Harvard University library. Languages: German, Spanish, French, Dutch, Italian, Portuguese, Latin, Greek. Entered service, 1900; cataloguer, \$1,200. Present position, cataloguer, bibliographer, \$1,500.

Jones, Cecil K., California.—University of California, 1897. Assistant Librarian, University of California, 1893–1900. Assistant in Latin, University of California. Languages: Reading knowledge of Latin, French, Spanish; “some Greek, Italian, and German.” Entered service, 1900, cataloguer and reviser, \$1,200. Present position, cataloguer and reviser, \$1,400.

Kelton, Anna C., California.—High School, Washington (graduate). Columbian University, B. S. Columbian University Library School. Assistant librarian, Department of Agriculture. Stenographer, division of chemistry, Department of Agriculture. Languages: Knowledge of French and German. Entered service, stenographer and typewriter, copyright office, \$1,200. Present position, secretary and translator, copyright office, \$1,400.

Leonard, Charles G., Maryland.—Baltimore City College (public school). Clerk, Tenth Census, 1880–1884. Appointment clerk, Eleventh Census, 1889–1894. Private secretary to mayor of Baltimore. Secretary, park commission, Baltimore. Clerk, Twelfth Census. Stenography and typewriting. Bookkeeper, “expert penman.” Entered service, 1902, clerk, copyright office, \$1,200. Present position, clerk, copyright office, \$1,200.

Meyer, H. H. B., New York.—High School, Brooklyn, N. Y., graduated, 1881. Columbia University School of Mines, 1881–1885. E. M. Pratt Institute Library School. Cataloguer (reviser), New York Public Library (Astor Branch). Engineering experience. Languages: German, French. Entered service, 1905, cataloguer, \$1,200. Present position, acting chief periodical division, \$2,000.

Miller, William A., Kansas.—Common schools. Librarian, public library, Council Grove, Kans. In charge of index and record card system, office of Chief of Ordnance, War Department. Proof reader. Typewriting. Expert penman. Entered service, 1900, clerk, copyright office, \$1,200. Present position, clerk, copyright office, \$1,400.

Parsons, Francis H., District of Columbia.—Private schools. Berlitz School of Languages, Washington. United States Coast and Geodetic Survey, 1873–1894 (for three years chief of the library and archives). Computer, United States Naval Observatory, 1894–1900. Languages: Some knowledge of French; very limited knowledge of German. Entered service, 1900; first assistant, Smithsonian Deposit, \$1,200. Present position, first assistant, Smithsonian Deposit, \$1,200.

Runner, Emma A., New York.—Cornell University, 1882–1886. B. S. Cornell University Library, 1893–1900 (1895–1899 cataloguer of Zarncke collection). Languages: French, German, Italian, Spanish; working knowledge of Latin, Greek, Russian, Portuguese, and Dutch; cataloguing experience in Germanic and Romance languages. Entered service, 1900; cataloguer, \$1,200. Present position, in charge proof-reading section, catalogue division, \$1,500.

Schmidt, A. F. W., California.—Mount Angel College, Oregon. A. B., A. M. Stanford University. A. B. Cataloguer at Leland Stanford Junior University, 1894–95; head assistant, 1895–96; in charge Hopkins Railway Library (also assistant in English Anglo-Saxon); instructor in German, 1897–1900; head classifier, 1900–1901. Languages: Greek, Latin, French, Dutch, German, Old High German, Old Saxon, Middle High German, Gothic, Old Norse, Anglo-Saxon, Middle English; a little Norwegian, Swedish, Italian, Spanish, and Danish. Entered service, 1902; classifier, \$1,200. Present position, classifier, catalogue division, \$1,500.

Skinner, Eliza J., West Virginia.—Princeton (Ill.) High School. Student at Zurich, Heidelberg, and Paris. Did not matriculate. Library school, Armour Institute of Technology, 1896–97. Librarian, Matson Public Library, Princeton, Ill. Instructor in cataloguing, Summer School Library Science, Madison, Wis. Organizer first, librarian afterwards, library of University of West Virginia. Languages: French, German. Entered service, 1902; cataloguer, \$1,200. Present position, cataloguer and reviser, \$1,400.

Stuntz, Stephen C., Wisconsin.—Monroe (Wis.) High School. University of Wisconsin, B. S. Assistant librarian, Monroe Public Library. Assistant, library of University of Wisconsin. Typewriting, proof reading. Languages: Reading

knowledge of Latin, German, French, and the Scandinavian languages. Entered service, 1902; classifier, \$1,200. Present position, classifier, \$1,200.

Stuart, William G., Pennsylvania.—Central High School, Washington. University of Pennsylvania (three years); special course in Wharton School. National Law School. Stenographer to Chief of Bureau of Navigation, Navy Department. Stenography and typewriting. Languages: Some knowledge of French and German. Entered service, 1905; stenographer and typewriter, copyright office, \$1,200. Present position, stenographer and typewriter, copyright office, \$1,200.

Swein, Earl G., Iowa.—High school, Cedar Rapids, Iowa, 1884-1888. Lafayette College, 1889-1893, A. B. Chautauqua College of Liberal Arts, 1884-1892. University of Kansas. University of Wisconsin, 1898. Assistant (for short periods), Iowa Masonic Library; Y. M. C. A. Library, Cedar Rapids. Secretary to registrar of Chautauqua College, 1899-1903; assistant, Lafayette College reading room, 1893-1896; instructor in Greek, French, etc., Delaware Academy; instructor in mathematics and geology, Cedar Rapids High School; assistant, John Crerar Library, Chicago; indexer and cataloguer, public documents library, Government Printing Office. Languages: Has studied Greek, Latin, German, French, Spanish, Anglo-Saxon. Entered service 1902, clerk, copyright office, \$1,200. Present position, chief of index division, copyright office, \$1,400.

Walsh, Charles H., Pennsylvania.—Public schools in Pistoja, Italy, and Camden, N. J. Georgetown College. Naval Academy (two years, 1873-1874). Sixteen years with George Barrie (publisher of fine art works and prints), Philadelphia. Languages: "A smattering of French." Entered service 1900; assistant, \$1,200. Present position, crediting deposits, copyright office, \$1,200.

Watson, Jessie McL., Minnesota.—Public schools, Minnesota. Private schools, Scotland. High school, Northfield, Minn. Carleton College, 1883-1887, A. B. Five months' training Edinburgh Public Library. Cataloguer, Newberry Library, Chicago, 1892-1900. Languages: French, German, Greek, Latin; some knowledge of Spanish, Italian, and Dutch. Entered service, 1900; cataloguer, \$1,200. Present position, reviser, \$1,400.

Weddell, Alexander W., Virginia.—High School, Richmond. Virginia Mechanics Institute, 1898. Private tutors. Secretary to president Georgia and Alabama and Seaboard Air Line railways. Secretary to assistant to president Seaboard Air Line Railway. Stenography and typewriting. Entered service, 1904; stenographer and typewriter, copyright office, \$1,200. Present position, stenographer and typewriter, copyright office, \$1,200.

Woods, Harriet De K., Illinois.—Private schools. Assisted in preparation of technical railroad and engineering material, 1884-1893. Assistant and private secretary to David L. Barnes, consulting engineer, of Chicago. Manager Chicago office and on editorial staff Railroad Gazette, 1897-1900. In charge of library Western Railway Club, 1897-1900. Entered service, 1900; assistant, copyright office, \$1,200. Present position, first assistant, copyright office, \$1,600.

#### *Employees who entered the service at \$1,000.*

Hirshberg, Herbert S., Massachusetts.—Harvard College. A. B. Amherst Library School. New York State Library School. Cataloguer, Boston Public Library, 1902-3. Reviser, Simmons College, library department, 1902-3. Cataloguer, New York State Library, 1904-5. Eight years study of music. Languages: Reading knowledge of German, French, Spanish, Latin, Greek. Entered service, 1905; assistant, music division, \$1,000. Present position, assistant, music division, \$1,000.

#### *Employees who entered the service at \$900.*

Boynton, Alice J., Massachusetts.—High school, Norwich, Conn. Bookkeeper, correspondence clerk, private secretary. Typewriter; knowledge of stenography. Entered service, 1901, clerk, copyright office, \$900. Present position, bookkeeper, copyright office, \$1,200.

Chapman, Edwin M., Massachusetts.—Massachusetts Institute of Technology, 1891-92. Harvard Medical School, 1893, 1894-95. Columbian University Medical School, M. D., 1897. Languages: Knowledge of French. Entered service, 1905, clerk, copyright office, \$900. Present position, clerk, copyright office, \$900.

Clark, Mary W., Massachusetts.—Williston Seminary (for Greek). Smith College, A. B. Amherst College Library School. Amherst College Library, one

year. Harvard University Library, four years, cataloguing, etc. Languages: French, German, Italian, Greek, Latin, Spanish; some knowledge of Dutch, Swedish, and Norwegian. Entered service, 1903, cataloguer, \$900. Present position, cataloguer, \$900.

Delbe, Otto, New York.—Private schools, Denmark. New York Public Library, seven and three-fourths years. Languages: Danish, German, French, "some Italian and Russian." Entered service, 1905, assistant, order division, \$900. Present position, assistant, order division, \$900.

Gibson, Irene, Missouri.—Detroit High School (graduate) post-graduate work. Columbian University, special student. New York State Library School. Detroit Public Library, 1887-1894. St. Louis Public Library, 1894-96. Public Documents Library, Washington, 1896-98. Assistant librarian, Washington Public Library, 1898-1902. Special service, Library of Congress. Languages: "Special courses in French, German, Italian." Entered service, 1902, assistant, \$900. Present position, assistant, order division (publications), \$1,200.

Goddard, William D., Massachusetts.—Brown University, one year. Colgate University, A. B. Harvard University graduate and law school, one year. Amherst College Library School. Colgate University Library, 1894. Harvard University Library, 1895-1899. Languages: Fair reading knowledge Greek, Latin, French, German, a little Spanish. Entered service 1899, assistant, copyright office, \$900. Present position, in charge labeling section, catalogue division, \$1,200.

Goulding, Philip S., Vermont.—Phillips Academy, Andover, one year. Yale, B. A. New York State Library School, 1898-99. Classifier, New Hampshire State Library. Head cataloguer University of Missouri Library. Cataloguer, library University of the South, Sewanee, Tenn. Languages: German, Latin, Greek, fair knowledge of French. Entered service 1902, cataloguer, \$900. Present position, cataloguer, \$1,000.

Hastings, Charles H., Illinois.—Bowdoin College, A. B. Johns Hopkins University, two years. Chicago University, two years. New York State Library School, special course. Assistant department libraries of social science, University of Chicago, five years. Languages: French, German, Greek, Latin. Entered service 1900, cataloguer, \$900. Present position, in charge card section, \$2,000.

Hedrick, Ellen, District of Columbia.—Smith College, A. B. New York State Library School, special course. Computing Nautical Almanac 1893-1898. Indexing, office superintendent of documents. Work on bibliography of Irrigation for Office of Experiment Stations, Department of Agriculture. Cataloguing, library United States Geological Survey, 1903-1905. Some experience in cataloguing Russian publications. Languages: Latin, Greek, French, German. Entered service 1905, cataloguer, \$900. Present position, cataloguer, \$900.

Homer, Thomas J., Massachusetts.—Harvard College, A. B., 1879. Harvard Law School, LL. B. Member Massachusetts bar. Amherst College Library School. Volunteer, Boston Public Library. Volunteer, Harvard College Library. Assistant, Amherst College library. Languages: Knowledge of foreign languages, especially of Latin, French. Entered service, 1904; assistant, \$900. Present position, assistant, law division, \$900.

Koehler, Hedwig J., Massachusetts. High school, Roxbury, Mass. (three years). Editor's assistant, American Art Review. With Boston Society of Decorative Art and Associated Artists (N. Y.). Assistant curator, prints department, Boston Museum of Fine Arts, 1890-1899; assistant, 1899-1904 (classifying and cataloguing prints). Special service, Library of Congress. Languages: German, French. Entered service, 1904; cataloguer, \$900. Present position, cataloguer, \$900.

Lebovitz, Jacob, Illinois. Armour Institute of Technology, 1898. University of Chicago, 1899. Newberry Library, Chicago, 1898-1900. Languages: French, German, Latin, Hebrew. Entered service, 1900; cataloguer, \$900. Present position, reviser, \$1,500.

MacNair, Mary W., New York. Elmira College, B. A. New York State Library School (junior year). Cataloguer, New York Public Library, 1896-1900. Languages: Knowledge of French, German, Latin. Entered service, 1900; cataloguer, \$900. Present position, cataloguer in charge of periodicals, catalogue division, \$1,200.

Ogden, J. H. Lamar, Georgia. Episcopal High School of Virginia, one year. Lehigh University, Pennsylvania, four years. (Left college in junior year.) Clerk in bank, etc. Insurance agent. Bookkeeping. Language: French

(translates). Entered service, 1900; clerk, copyright office, \$900. Present position, clerk, copyright office, \$900.

Phair, Philip D., Maine.—Trinity College, Connecticut, B. L. Harvard University, A. B., 1895; A. M., 1896. Assistant, Trinity College library. Instructor in history and political science, Trinity College. Languages: Latin, French, German. Entered service, 1899; assistant, documents division, \$900. Present position, first assistant, documents division, \$1,200.

Pierson, Harriet W., New York.—Mount Holyoke College (three years). New York State Library School (junior year). Cataloguer, New York Public Library 1896-1900. Languages: French, German, Latin. Entered service, 1900; cataloguer, \$900. Present position, cataloguer in charge publications of learned societies, catalogue division, \$1,200.

Rodeffer, John D., Virginia.—Roanoke College, A. B., 1895; A. M., 1898. University of Berlin, one year. Johns Hopkins University, Ph. D. Assistant, Roanoke College library. Instructor in English, Roanoke College. Assistant in English, Johns Hopkins University. Baltimore City College. Languages: German, French. Special courses in Gothic, Old Norse, Old and Middle High German, Anglo-Saxon, Middle English, and Old French. Entered service, 1904; cataloguer, \$900. Present position, cataloguer, \$900.

Thomas, Jessie H., New York.—Genesee Wesleyan Seminary, Lima, N. Y. Amherst Library School. Newberry Library, Chicago, 1894-1896. Stenographer, New York Public Library, 1900-1902. Languages: Some knowledge of Latin, French, German. Entered service 1902, stenographer, catalogue division, \$900. Present position, stenographer, catalogue division, \$900.

Waters, Willard O., Illinois.—Benzonia (Mich.) Academy and College, A. B. University of Illinois Library School. Order and periodical clerk, library of University of Illinois. Languages: Latin, Greek, German, five years each. Reads French fairly well. Entered service 1902, cataloguer, \$900. Present position, cataloguer, \$1,200.

*Employees who entered the service at \$800.*

Jahr, Torstein, Minnesota.—Tordenskjold Academy, Holmestrand, Norway. Luther College, Decorah, Iowa, B. A. University of Illinois Library School. Reorganized library of Luther College. Languages: Latin, Greek, Hebrew, Norwegian, Swedish, Danish, Old Norse, French, German, some Dutch. Entered service 1901, cataloguer, \$800. Present position, reviser, catalogue division, \$1,400.

Smith, Cora E., New York.—Cornell University, B. L. Cornell University Library, cataloguer, 1895-1897. Cataloguing Wadsworth Library, Geneseo, N. Y., 1897-1900. University of Indiana Library. Library of Worcester Polytechnic Institute. Languages: French, German, and some Italian and Latin. Entered service 1902, cataloguer, \$800. Present position, cataloguer, \$1,000.

Stephens, Alida M., Massachusetts.—Swathmore College. Forbes Library, Northampton, Mass., 1902-3. Amesbury, Mass., Public Library, organizer and cataloguer, 1903. Classifier, A. L. A. catalogue. Assistant professor of library science, George Washington University, 1904. Languages: Knowledge of Latin, Greek, French, and German. Entered service 1904, cataloguer, \$800. Present position, cataloguer, \$900.

*Employees who entered the service at \$720.*

Agnew, Samuel P., Kentucky.—Riverside Seminary, Vanceburg, Ky., Ph. B. Teacher, clerk, bookkeeper. Entered service, 1900, clerk, copyright office, \$720. Present position, deposit clerk, copyright office, \$900.

Ambrose, George L., Montana.—University of Missouri, 1901. Business College, Missoula, Mont. Teacher, principal of school, bookkeeping, stenography, and typewriting. Entered service, 1905, clerk, copyright office, \$720. Present position, clerk, copyright office, \$720.

Arrick, Lucy Y., Illinois.—Columbian University, 1895-1899. Teacher, public schools. Languages, French, Greek, Latin. Entered service, 1900, assistant, \$720. Present position, assistant, \$900.

Babcock, Margaret, Illinois.—High school, Canton, Ill. Typewriting. Smithsonian Institution, Washington, D. C., 1903. Language, French. Entered service, 1903, clerk, copyright office, \$720. Present position, clerk, copyright office, \$720.

Beaman, Middleton G., Massachusetts.—Harvard (A. B. 1899; LL. B. 1902). Law office. Assistant in government, Harvard. Editorial work for American and English Encyclopedia of Law. Languages, French, German. Entered service, 1906; assistant, law, \$720. Present position, assistant, law, \$720.

Bew, Lillian Goldstone, Maryland.—Private and public schools, Baltimore. Amherst Library School. Stenography and typewriting. Teacher. Languages, "some knowledge of French and German." Entered service, 1903, assistant, \$720. Present position, assistant, order division, \$720.

Blake, Irma I., New York.—St. Mary's School, New York City. European travel. Training at New York Free Circulating Library. New York Society Library (cataloguer, 1896). Lenox Library (cataloguer, 1897). New York Society Library (chief cataloguer, 1897-1900). Languages: French, German, Italian; some Spanish and Latin; some Dutch. Entered service 1900, cataloguer, \$720. Present position, cataloguer, \$1,000.

Burgess, John, New York.—Amherst College, A. B., 1904. Amherst Library School (three years). Languages: German, French. Entered service 1904; assistant, reading room, \$720. Present position, assistant, reading room, \$720.

Butler, Janet N., New Jersey.—Private boarding schools, Philadelphia, Pa. Course Academy of Fine Arts, Philadelphia. Bookkeeping, stenography, and typewriting. Medical recorder and librarian Pennsylvania Training School for Feeble-Minded Children. Temporary service Library of Congress. Entered service 1900, stenographer and typewriter, \$720. Present position, stenographer and typewriter, \$900.

Carothers, Wilhelmina E., North Dakota.—University of North Dakota preparatory school (two years). College of Arts (four years), B. A., 1896. Wellesley College Graduate School. University of Illinois Library School, B. A. Chautauqua Library School, New York (six weeks' course). Assistant librarian, Grand Forks Public Library. Languages: French, German, Latin, Greek. Entered service 1905, shelf lister and cataloguer, \$720. Present position, shelf lister and cataloguer, \$720.

Churchill, Geo. Morton, Massachusetts.—Boston University, A. B., 1896. Bridgewater State Normal School, 1896-97. Library correspondence course, University of Chicago. Stenographer, clerk, secretary, etc. In charge Library of Philological Association, Boston University. Languages: Latin, German, French, Greek, Italian, Spanish, Sanskrit, Anglo-Saxon. Entered service 1904, cataloguer, \$720. Present position, cataloguer, \$900.

Coleman, Charles W., Virginia.—William and Mary College. University of Virginia (elective course). Literary work; law. Librarian, William and Mary (1893-1898). Languages: Latin, French, German. Entered service 1893; assistant, reading room, \$720. Present position, assistant, reading room, \$900.

Cooke, Jane E., Michigan.—University of Michigan (B. L. course). University of Illinois Library School (B. L. S., 1899). Principal of High School, Ithaca, Mich. Assistant, University of Illinois library. Classifier, University of Pennsylvania. Languages: Latin, Greek. Entered service 1901; cataloguer, \$720. Present position, cataloguer, \$1,200.

Cooley, Genevieve S., Colorado.—Wellesley College (two years). Leipzig, Germany. Library training under W. I. Fletcher and C. A. Cutter. Teacher of modern languages. Amherst, Mass., public library. In charge Forbes Library, Northampton, Mass. Cataloguer, Denver, Colo., public library. Languages: Latin, French, German, Spanish, Italian. Entered service 1901; cataloguer, \$720. Present position, cataloguer, \$900.

Davis, Mary Wright, Minnesota.—Bishop Whipple College, Moorhead, Minn. Teacher, copyist, clerk, cashier. Typewriting. Entered service 1899; clerk, copyright office, \$720. Present position, clerk, copyright office, \$1,000.

Dickson, Caspar G., Minnesota.—Macalester Academy and College (B. A.), St. Paul. Drexel Institute Library School. In charge library of Macalester College (1898). Clerk. Typewriting. Languages: French, German (slight). Entered service 1900; clerk, copyright office, \$720. Present position, clerk, copyright office, \$1,200.

Dodd, Walter F., Florida.—Florida State College, A. B. Stetson University. B. S. University of Chicago. Fellow, University of Chicago. Languages: French, Spanish, German. Entered service 1904; assistant, law, \$720. Present position, assistant, law, \$1,400.

Dunnington, Charles A., Virginia.—Gonzaga College. United States Treasury. Bookkeeper (eighteen years' experience). Language: French (slight). Entered service 1899; watchman, reading room, \$720. Present position, watchman, reading room, \$720.

**Earle, Emily T., New York.**—St. Annes School, Albany, N. Y. University of Pennsylvania (special course in literature). New York University (course in literature). Amherst Library School. Language: French. Entered service 1901; assistant in stack, \$720. Present position, assistant in stack, \$720.

**Farnum, Jessica Louise, New York.**—New York and Washington public schools. Washington Business High School. Tanner's Shorthand College. Stenography and typewriting. Public stenographer (1895-1898). With United States Industrial Commission (stenographer and typewriter). Entered service 1902, stenographer and typewriter, \$720. Present position, stenographer and typewriter, \$1,200.

**Gillett, Carrie, Missouri.**—High school, business college, Detroit. Stenography and typewriting. Pension clerk; stenographer, St. Louis, Mo. Entered service 1904; clerk, copyright office, \$720. Present position, clerk, copyright office, \$720.

**Haas, Charles E., California.**—Leland Stanford Junior University, B. A., 1898. George Washington University (graduate comparative jurisprudence). Admitted to bar, California, 1900. Chancellor and translator, German consulate. Head master military academy, Irvington, Cal. Head department of modern languages, Madena, Cal., high school. In charge library various schools and academies, also law libraries. Languages: German, Spanish, French, Latin. Entered service, 1906, assistant in classification, catalogue division, \$720. Present position, assistant in classification, catalogue division, \$720.

**Hall, Francis C., Missouri.**—Macon Preparatory School, Charlotte, N. C. Bingham's College, North Carolina. Clerk in bank, etc. Signal Service. Weather Bureau. Stenography and typewriting. Languages: Latin, French. Entered service, 1900, stenographer and typewriter, \$720. Present position, stenographer and typewriter, \$800.

**Heger, Anna K., District of Columbia.**—Washington, D. C., high school. Tanner's Business College. Library of United States National Museum. Smithsonian Institution (1897). Stenography and typewriting. Languages: French, German, Latin. Entered service, 1899, stenographer and typewriter, \$720. Present position, stenographer and typewriter, \$900.

**Heinzen, Henriette M., Massachusetts.**—Radcliffe College, A. B., 1898. Simmons College (shorthand and typewriting). Boston University. Teacher. Stenographer and typewriter. Languages: German, French, Italian, Spanish. Entered service, 1905, stenographer and typewriter, \$720. Present position, stenographer and typewriter, \$720.

**Herriott, Hallie L., Indiana.**—Washington high school (graduate). Washington normal school. Columbian University Library School. Languages: German, French. Entered service, 1902, clerk, copyright office, \$720. Present position, clerk, copyright office, \$800.

**Hilton, Harriet J., New Jersey.**—New York public schools. Amherst Library School. New York Free Circulating Library (six years). Mercantile Library, New York (seven years). Bookkeeping. Languages: French, German, Spanish. Entered service 1903, clerk, copyright office, \$720. Present position, clerk, copyright office, \$1,000.

**Hopkins, Lillian V., Maryland.**—Private and high schools (Havre de Grace, Md.). Western Maryland College (special course). University of Chicago (special course). Business College, Baltimore, Md. Amherst Library School. Librarian Western Maryland College (four years). Stenography and typewriting. Languages: French, German. Entered service 1901, assistant, stack, \$720. Present position, assistant, stack, \$720.

**Hygen, Dorthea H., New York.**—University of Christiania, Norway. New York State Library School. Stenographer and typewriter. Teacher. Languages: Scandinavian languages, German, French, Latin. Entered service 1904, cataloguer, \$720. Present position, cataloguer, \$720.

**Johnson, Virginia T., District of Columbia.**—Packer Collegiate Institute, Brooklyn, N. Y. Stenography and typewriting. United States Treasury (temporary positions). Language: French. Entered service 1900, stack assistant, \$720. Present position, stack assistant, \$720.

**Kaula, F. Edward, Massachusetts.**—Latin High School (Somerville, Mass.). Tufts College, Massachusetts. Amherst Library School. Somerville, Mass., public library (five years; desk assistant and assistant cataloguer). Assistant librarian, Watkinson Library of Reference, Hartford, Conn. Languages: Latin, Greek, French, German, Italian, Spanish, Bohemian, and several North American Indian tongues. Entered service 1903, assistant, reading room, \$720. Present position, clerk, copyright office, \$1,000.

Klager, Karoline, Michigan.—University of Michigan, B. L. University of Illinois, library school. Teacher of German. Languages: German, French. Entered service 1904, shelf lister and cataloguer, \$720. Present position, shelf lister and cataloguer, \$800.

Knott, Emma A., New York.—Cornell University. Teacher. Cataloguer. Cornell University library (three and one-half years). Languages: Latin, German, French, Italian. Entered service 1902, cataloguer \$720. Present position, cataloguer, \$1,000.

Lower, Henry E., Ohio.—Harvard. A. B., 1895; A. M., 1896. Private tutor. Writer for periodicals and newspapers. Languages: French, Italian. Entered service 1900, assistant, reading room, \$720. Present position, assistant, reading room, \$900.

McBrier, Elizabeth, California.—Loretta Convent, Niagara Falls. Special study in Berlin and Florence. Columbian University Library School. Volunteer, public library of District of Columbia. Teacher of music. Typewriting. Languages: German, French. Entered service 1900, assistant, \$720. Present position, assistant, \$900.

Melcher, Mary M., New Hampshire.—Smith College, B. L., 1895. Pratt Institute Library School. Cataloguer, New York Society Library. Typewriting. Languages: French, German, Latin. Entered service 1900, cataloguer, \$720. Present position, cataloguer, \$1,200.

Mohun, Maude, District of Columbia.—Private school; high school. Washington, D. C. Tanner's Business College. Stenography and typewriting. Languages: French. Entered service 1899, stenographer and typewriter, \$720. Present position, stenographer and typewriter, \$1,000.

Kohlmeier, Emory F., Indiana.—High School, Gibson County. Oakland City College. Teacher. Language: German. Entered service 1904, clerk, copyright office, \$720. Present position, clerk, copyright office, \$720.

Laddon, Rosa, New York.—Public and high schools, Boston, Mass. Business College, New York. Stenography and typewriting. Proof reader, editorial work, Science and Popular Science Monthly. Languages: German, French, Russian, Polish, Latin. Entered service 1903, stenographer and typewriter, copyright office, \$720. Present position, stenographer and typewriter, copyright office, \$900.

Laws, Anna C., Pennsylvania.—Private school, Philadelphia, Pa. Drexel Institute Library School (graduated 1896). Teacher. Drexel Institute (evening librarian). Cataloguer, Carnegie Library, Homestead. Cataloguer and classifier, University of Pennsylvania. Languages: Latin, French, German (slight). Entered service 1901, cataloguer, \$720. Present position, in charge of shelf-listing section, catalogue division, \$1,200.

Lee, Walter H., District of Columbia.—Washington D. C., high school (graduate). Columbian University (special course). Private secretary, etc. Stenography and typewriting. Entered service 1902, stenographer and typewriter, copyright office, \$720. Present position, stenographer and typewriter, copyright office, \$1,200.

Lerch, Alice, District of Columbia.—Washington, D. C., public schools. McDonald-Ellis School. Columbian University Library School. Public Library of District of Columbia (1899). Typewriting. Languages: French, Latin. Entered service 1900, assistant, \$720. Present position, assistant, \$900.

Lincoln, Charles H., Massachusetts.—Harvard (A. B., 1893; A. M., 1894). University of Pennsylvania (Ph. D., 1896). Assistant in history and political science, Harvard. Instructor, Bates College, Maine, etc. Fellow in politics and American history, University of Pennsylvania. Languages: French, German. Entered service 1899, assistant, manuscripts division, \$720. Present position, first assistant, manuscripts division, \$1,500.

Nelon, Ina F., West Virginia.—West Virginia State Normal School (graduate). Eastman Business College. West Virginia University. Drexel Institute Library School (graduate). Teacher of English and mathematics. Private secretary. Cataloguing work, Jefferson Medical College library. Assistant librarian, West Virginia University library. Typewriting. Languages: German, French, Latin. Entered service 1904, cataloguer, \$720. Present position, cataloguer, \$720.

Neuhaus, Lotta M., District of Columbia.—Public schools. Entered service 1900, attendant in cloakroom, \$720. Present position, attendant in cloakroom, \$720.

Nichols, Albert R., Rhode Island.—Brown University (B. A., 1896). Columbian University Library School. Teacher, Providence Classical High School.

Typewriting. Languages: French, German, Latin, Greek. Entered service 1904, assistant, reading room, \$720. Present position, assistant, reading room, \$720.

Nicolson, Priscilla A., Rhode Island.—Private school, New York City (Mrs. Sylvanus Reed). Private secretary (five years). Language: French. Entered service 1900, assistant, \$720. Present position, assistant, \$900.

Nordstrom, Marie U., Texas.—Convent of Notre Dame (London, England). Languages: French, German. Entered service 1903, stack assistant, \$720. Present position, stack assistant, \$720.

O'Neill, Grace, New York.—Cornell University (A. B., 1904). New York State Library School, 1905. Typewriting. Languages: Greek, Latin, Spanish (two years), French (four years). German (three years). Entered service 1906, cataloguer, \$720. Present position, cataloguer, \$720.

Ogden, Lucy, New Jersey.—Private schools, Brooklyn and Newark. Cataloguing class, free public library, Newark, N. J. Assistant (three and one-half years) free public library, Newark, N. J. Decorative department, studio of John La Farge (New York), three years. Foreign travel. Languages: French; limited knowledge of German, Spanish, and Italian. Entered service, 1900; assistant, prints division, \$720. Present position, assistant, prints division, \$900.

Patterson, Georgeanna P., District of Columbia.—Private schools, District of Columbia. Clerk, United States Census. Language: French. Entered service, 1901; clerk, copyright office, \$720. Present position, clerk, copyright office, \$1,000.

Patterson, Grey, Pennsylvania.—University of Wooster, Ohio. Carnegie Free Library, Allegheny, Pa. (cataloguer), 1894-1902. Languages: Latin, German, French. Entered service, 1903; cataloguer, \$720. Present position, chief assistant, copying section, catalogue division, \$900.

Perez, Luis, Michigan.—University of Michigan, A. B., 1903; M. A., 1904. Assistant in European history, University of Michigan. Typewriting. Languages: Spanish, German, French. Entered service, 1906; assistant in classification, catalogue division, \$720. Present position, assistant in classification, catalogue division, \$720.

Peyton, Nella F., Virginia.—Tuscaloosa (Ala.) Female Seminary. Richmond College library ("some cataloguing," etc.). Virginia State library. Typewriting. Entered service, 1903; stack assistant, \$720. Present position, stack assistant, \$720.

Pike, Mary H., Arkansas.—Public schools, Washington, D. C. Norwood Institute, Washington, D. C. Languages: French (three years), German (two years), Latin (two years). Entered service, 1900; stack assistant, \$720. Present position, stack assistant, \$720.

Powell, Adam H., Pennsylvania.—Public schools. Clerk (receiver of taxes, Philadelphia, Pa.). Entered service, 1900; deposit file clerk, copyright office, \$720. Present position, deposit file clerk, copyright office, \$900.

Roberts, Martin A., Maryland.—Leechburg (Pa.) High School (graduate). Iron City College, business course (graduate). Columbian University library school. Shipping clerk, etc.; general manager of foundry office. Bookkeeper. Entered service, 1903; clerk, copyright office, \$720. Present position, clerk, chief clerk's office, \$720.

Rosenbusch, Carrie A., Pennsylvania.—Public schools, Wellsboro, Pa., and Washington, D. C. Spencerian Business College (graduate). United States National Museum (1889-1890) Clerk. Stenographer and typewriter. Language: German (slight). Entered service, 1900; stenographer and typewriter, \$720. Present position, stenographer and typewriter, \$900.

Schneider, Joseph, District of Columbia.—Ris Orangis College (near Paris, France), five years. Academy of Paris (teacher's degree). Teacher in colleges in France. Georgetown College library (assistant librarian six years). Languages: French, German, Latin; fair knowledge of Spanish and Italian. Entered service, 1899; assistant, \$720. Present position, assistant, reading room, \$900.

Schulz, Wilhelm B., Virginia.—Concordia College, Milwaukee, Wis. Concordia Seminary, St. Louis, Mo. Minister. Languages: Latin, Greek, Hebrew, German, French (fair reading knowledge). Entered service, 1902; cataloguer, \$720. Present position, cataloguer, \$800.

Sheldon, Philena R., New York.—Cornell University, A. B., 1900. Cornell University library (cataloguing, etc.). Stenography and typewriting. Languages: French, German, Latin, Greek. Entered service, 1905; cataloguer, \$720. Present position, cataloguer, \$720.

Sherman, Ella Lillian, California.—California and Washington, D. C., high schools. Columbian University (two and one-half years). Amherst Library School (summer course). Library of Shaw Industrial School, Boston. Assistant in Amherst College Library. Knowledge of stenography and typewriting. Languages: Working knowledge of French and German; studied Latin. Entered service 1904; stack assistant, \$720. Present position, stack assistant, \$720.

Sims, Leora, South Carolina.—Columbia, S. C., graded and high school (graduate). Clerk in book store (ordering books). Entered service 1900, stack assistant, \$720. Present position, deck assistant, \$900.

Starr, Helen K., Iowa.—Iowa College, B. A., 1901. Illinois State Library School. Algona, Iowa, Public Library (acting librarian). Languages: German (two years), Greek (three years), Latin (six years). Entered service 1904, cataloguer, \$720. Present position, cataloguer, \$800.

Stuart, Mabel Janet, Wisconsin.—Private school. Cusack Institute, London, England. Secretary, stenographer, Paris, France. Stenographer and typewriter. Language: French. Entered service 1903, stenographer and typewriter, \$720 (temporary). Present position, stenographer and typewriter, \$600.

Van Trump, Helen E., Delaware.—Drexel Institute, Philadelphia, Pa. Stenography and typewriting. Proof reading. Bookkeeping (knowledge of). Language: Spanish. Entered service 1904, clerk, copyright office, \$720. Present position, clerk, copyright office, \$720.

Voelckner, Kurt E. F., District of Columbia.—Universities of Halle and Marburg, Germany. Teacher of languages in Germany and in New York, Boston, and Washington. Work in private libraries. Library of Marburg (for a short time). Languages: German, French, Latin, Greek, some Hebrew. Entered service 1901, cataloguer, \$720. Present position, cataloguer, \$1,200.

Wallace, Eliot L., Alabama.—Verner Military Institute, Alabama. University of Alabama, B. S., 1899. Columbian University Library School. United States Geological Survey, 1900. Previous service, Library of Congress. Languages: French (two years), German (four years), Spanish (three years). Entered service 1901, assistant, mail and supply, \$720. Present position, assistant, mail and supply, \$900.

Waller, Sallie F., Alabama.—Private schools. Clerk, United States Census Bureau. Languages: French, some knowledge of Latin. Entered service 1902, clerk, copyright office, \$720. Present position, clerk, copyright office, \$800.

Waring, Lucretia C., California.—Private schools, San Francisco. Columbian University Library School. Public Library of District of Columbia. Special bibliographic work. Typewriting. Foreign travel. Languages: French, some knowledge of German. Entered service 1900, assistant, periodical division, \$720. Present position, assistant, periodical division, \$1,200.

Wead, Mary E., New York.—Smith College, A. B., 1902. New York State Library School, 1902-3. Public Library, Plattsford, Vt. (summer 1903). Languages: Latin, French, German, slight knowledge of Italian and Spanish. Entered service 1904, shelf lister and cataloguer, \$720. Present position, shelf lister and cataloguer, \$800.

Whitall, Mary L., New Jersey.—High school, Woodbury, N. J. Drexel Institute, Philadelphia, Pa. (two years). Deptford Institute Free Library, Woodbury (librarian 1894-1897). Cataloguer, Free Library of Philadelphia, 1897-1900. Languages: Reading knowledge of French and German. Entered service 1900, shelf lister and cataloguer, \$720. Present position, shelf lister and cataloguer, \$720.

Wightman, Mary D., Pennsylvania.—Bowling Green (Ky.) Female Seminary. Steubenville (Ohio) Seminary. Curry Institute, Pittsburgh. Columbian University Library School. Assistant librarian, S. II. S. H. S. (one year). Washington, D. C., Public Library (assistant, six years). Classifier and cataloguer, private library. Special work, Army War College Library. Typewriting. Entered service 1905, assistant, \$720. Present position, assistant, \$900.

Wilcox, Chas. M., Minnesota.—Rochester (Minn.) High School. Drug business (twenty-four years). Entered service 1900, watchman, reading room, \$720. Present position, watchman, reading room, \$720.

Wolcott, John D., New York.—University of Wisconsin, A. B., 1895; A. M., 1896. Cornell University, A. M., 1897. Yale University, Ph. D., 1898. Printer, proof reader (De Vinne, New York). Editorial work. Master of Latin and Greek. Hotchkiss School, Connecticut. Librarian, Classical Library, University of Chicago. Languages: Latin, Greek (including modern Greek), German,

French; some knowledge of Spanish, Italian, and other romance languages; Sanskrit; slight knowledge of Dutch, Russian, and Irish. Entered service 1905, cataloguer, \$720. Present position, cataloguer, \$720.

*Employees who entered the service at \$600.*

Hackman, Helen, South Dakota.—Quincy (Ill), High School. Chicago Musical College. Klindworth-Scharwenka Conservatory, Berlin. Teacher of music, United States of America. Teacher of music and languages, Berlin and Paris. Teacher in school of art and languages, Naples. Translator and secretary, medical department, Newberry Library, Chicago. Stenography and typewriting. Languages: German, French, Italian. Entered service, 1905, stenographer and typewriter, order division, \$600. Present position, assistant stenographer and typewriter, music division, \$720.

Jack, Olive M., Nebraska.—Nebraska Wesleyan Academy. Nebraska Wesleyan University, B. S. Columbian University Library School. Teacher. Languages: French (three years), German (two years), Latin (five years). Entered service, 1902, assistant proof reading section, catalogue division, \$600. Present position, assistant proof reading section, catalogue division, \$720.

Koerper, Anna C., Nebraska.—Whitman College, Walla Walla, Wash. Private tuition. Typewriter and proof reader. Bookkeeping. Special service, Library of Congress. Language: German. Entered service, 1902, assistant order division, \$600. Present position, assistant order division, \$720.

Noel, Elizabeth G., Georgia.—Colleges, Covington, Ga., La Grange, Wesleyan, A. B. Language: Latin. Entered service, 1900, assistant order division, \$600. Present position, clerk, copyright office, \$900.

Shepley, Lilla A., New York.—Public schools, New York. Normal college, New York City, three years. Bookkeeper and cashier; expert clerk copyist, superintendent of document room T. A. Slocum Company, New York City. Special service, Library of Congress. Languages: German, partial knowledge of French. Entered service, 1901, clerk, copyright office, \$600. Present position, clerk, copyright office, \$900.

Von Tangen, Clara E. A., Minnesota.—Nissen's private school for girls, Christiania, Norway. Boarding school, Geneva, Switzerland. Commercial academy, Bergen, Norway. Teacher of languages. Bookkeeping. Typewriting. Languages: French, Norwegian, German, Swedish, Danish. Entered service, 1902, assistant, \$600. Present position, clerk, copyright office, \$720.

Walker, Ella K., Missouri.—University of Chicago, Ph. D. Cataloguer and general assistant University of Chicago Library. Assistant St. Louis Public Library. Instructor Albert Lea College, Minnesota. Languages: Reading knowledge French, German, Latin. Entered service, 1904, assistant card section, \$600. Present position, assistant card section, \$1,020.

Wright, Helen, Ohio.—Public Schools, Columbus, Ohio. Private tutors. United States pension office, Columbus, Ohio, one year. Ohio State University Library School. Ohio State library. Foreign travel. Languages: Knowledge of French and Spanish. Entered service, 1901, cataloguer, \$600. Present position, assistant prints division, \$900.

*Employees who entered service at \$540.*

Babcock, Laura E., New York.—Oberlin College. Amherst Library School, Orange, N. J., Free Library (assistant 1893-94; librarian 1894-1896). Cataloguing work Cornell University, Grosvenor Library, Buffalo, N. Y. Hill School, Pottstown, Pa. Languages: French, German, Italian, Latin. Entered service, 1900, cataloguer, \$540. Present position, cataloguer, \$1,000.

Brown, Mary G., Maine.—Mount Vernon Seminary, Washington. Study of cataloguing. Languages: Reading knowledge of French. Entered service, 1900, cataloguer, \$540. Present position, stack assistant, \$720.

Chapple, Ada C., New York.—Toronto (Canada) University, 1893-1895. Pratt Institute Library School. Cataloguing work, Little Falls (N. Y.) School Library. Languages: French, German, Latin. Entered service, 1900, cataloguer, \$540. Present position, cataloguer, \$900.

Cheney, Morton M., New Hampshire.—Concord (N. H.) High School. Bates College, 1900. Brown University, law department, 1901. Assistant Concord (N. H.) Public Library, 1897-1900; Boston University law library, 1901. Typewriting. Entered service, 1903, assistant, \$540. Present position, assistant, \$720.

Dorsey, Katherine C., California.—Academy of Mount de Sales, Maryland. Conducted young ladies' schools, (1) St. Marys County, Md., 1861-1867; (2)

Washington City. Languages: French, Italian, Spanish. Entered service, 1900, assistant, \$540. Present position, assistant, \$720.

Edel, Augusta, Pennsylvania.—Höhere Töchterschule, München. Berlin University ("some lectures"). Swarthmore College, Pennsylvania. Private secretary and tutor, United States embassy, Berlin. Assistant in German and French. Swarthmore College, Pennsylvania. Languages: German, French, some Italian, Anglo-Saxon, Greek, Frisian, Spanish, Dutch. Entered service, 1902, \$540, shelf lister and cataloguer, catalogue division. Present position, \$720, shelf lister and cataloguer, catalogue division.

Fanti, Aristilde, District of Columbia.—Universities of Parma, Bologna, Pavia. Ph. D. (mathematics), Pavia. Compiled catalogues for private libraries. Teacher of mathematics, Parma. Teacher of languages, Germany and England. Abstracted scientific papers for "science abstracts." Special service, Library of Congress. Languages: French, German, Italian. Entered service, 1904, cataloguer, \$540. Present position, cataloguer, \$1,000.

Gregory, Julia, Illinois.—Cornell University, 1883-1884. Armour Institute Library School, 1896-97. Kansas City Public Library (head cataloguer), 1897-98. Languages: French, German, Latin. Entered service, 1900, cataloguer, \$540. Present position, \$1,200, reviser, catalogue division.

Hastings, Currie J., Maine.—Bates College, Lewiston, Me. Stenography and typewriting. Temporary service, Library of Congress. Entered service, 1902, stenographer and clerk, card section, \$540. Present position, stenographer and clerk, card section, \$600.

Johnston, Alice Reed, Pennsylvania.—Public schools. Assistant Carnegie Library, Allegheny City, Pa., eleven years. Entered service, 1905, stack assistant, \$540. Present position, stack assistant, \$720.

O'Conor, Adeline, Texas.—Baylor College, Bolton, Tex.; University of Texas Library, Sumner School, Madison, Wis. Librarian Houston Lyceum and Carnegie Library, two years. Languages: French, Spanish. Entered service, 1901, shelf lister and cataloguer, \$540. Present position, shelf lister and cataloguer, \$720.

Parr, John Henry, Maryland.—William and Mary College, 1890-1892. Cataloguing work, library of Doctor Warfield, Baltimore. Knowledge, "first editions." Typewriting. Languages: French (slight). Entered service, 1905, assistant, labeling section, catalogue division, \$540. Present position, assistant, labeling section, catalogue division, \$720.

Pritchett, Sadie B., Missouri.—Pritchett College, Glasgow, Mo.; Mount Holyoke (one year); Washington University, St. Louis (special work). New York State Library School. Languages: French, German. Entered service, 1901, cataloguer, \$540. Present position, cataloguer, \$900.

Woolworth, Gilbert S.,<sup>a</sup> New York.—High school, Watertown, N. Y. Union College, Schenectady, N. Y., A. B. Law student. Special service, Library of Congress. Typewriting. Clerk in bank. Languages: Fair reading knowledge German, French, and Spanish. Entered service, assistant, law division, \$540. Present position, assistant, law division, \$900.

#### *Employees who entered service at \$520.*

Solyom, Mary J., Maryland.—Washington High School, graduate and post-graduate. Languages: French, German, Latin. Typewriting. Entered service 1900; assistant order division, \$520. Present position, assistant order division, \$720.

#### *Employees who entered the service at \$420.*

Harvie, Jane R., Virginia.—Central High School, Washington. Amherst College Library School. Clerk, Census Office, six years. Volunteer, National Museum Library. Typewriting. Languages: German (two years), French ("limited knowledge"). Entered service 1904; assistant, card section, \$420. Present position, assistant card section, \$540.

#### *Employees who entered service at \$360.*

Alexander, James S., Maryland.—Washington public schools. Business High School. Clerk Booklovers' Library. Entered service 1905; messenger, \$360. Present position, messenger, \$360.

---

\* Since appointment, student Georgetown Law School.

LEGISLATIVE, ETC., APPROPRIATION BILL.

55

Allen, John T., District of Columbia.—Washington public schools. Porter and wrapper; repair work on typewriter. Entered service 1903; messenger, \$360. Present position, messenger, \$360.

Ashby, Eleanor G., District of Columbia.—Eastern High School, Washington (graduate). Tutor. Languages: Knowledge of French, Spanish, and Latin. Entered service 1905; messenger, \$360. Present position, messenger, \$360.

Baker, Violetta C., Michigan.—Detroit (Mich.) High School. Spencerian Business College, Washington. Amherst College Library School. Clerk Pension Bureau. Teacher. Stenography and typewriting. Entered service 1903; messenger, \$360. Present position, shelf lister and typewriter, catalogue division, \$540.

Barney, Abby L., Michigan.—University of Michigan (Ph. B.). Columbian University Library School. Teacher. Typewriting. Languages: Reading knowledge of French, German, Latin. Entered service 1904; assistant card section, \$360. Present position, assistant card section, \$660.

Beard, John M., Indiana.—Washington public schools. Entered service 1905; messenger, \$360. Present position, messenger, \$360.

Bernard, André, District of Columbia.—Lycée Louis-le-Grand (Paris), one year. Institution Lelarge (Paris), two years. Teacher of French. Typewriting. Languages: French; reading knowledge of Spanish; Latin. Entered service 1905; messenger, \$360. Present position, assistant, \$720.

Block, Lydia H., District of Columbia.—Washington High School. Columbia University Library School. Typewriting. Languages: French and German. Entered service 1903; messenger, \$360. Present position, cataloguer, \$540.

Boyd, Maud E., District of Columbia.—Washington public schools. Typewriting. Entered service 1903; messenger, \$360. Present position, messenger, \$360.

Bulmahn, John E., Indiana.—Fort Wayne (Ind.) public schools. International Business College, Fort Wayne. Business experience. Language: German. Entered service 1902; messenger, \$360. Present position, clerk, copy-right office, \$720.

Burchard, Truman K., District of Columbia.—Washington public schools. Entered service 1904; messenger, \$360. Present position, messenger, \$360.

Carpenter, Marsh S., Nebraska.—Michigan Military Academy. Western High School, Washington. Language: French (slight). Entered service 1904; messenger, \$360. Present position, messenger, \$360.

Chappell, Nannie A., District of Columbia.—Baltimore public schools. Experience in classifying private libraries. Teacher. Languages: French, Latin. Entered service 1900; messenger, \$360. Present position, assistant, card section, \$600.

Clark, Mabel V., Tennessee.—Washington public schools. Stillman Business School, Washington. Special work, Washington Seminary, arrangement of library, etc. Languages: Reading knowledge of French. Entered service 1902, messenger, \$360. Present position, cataloguer, \$540.

Crusor, John W., District of Columbia.—Washington public schools. Business course, high school. Porter and messenger. Knowledge of stenography, typewriting, and bookkeeping. Entered service 1903, messenger, \$360. Present position, messenger, \$360.

Daniels, Richard D., Missouri.—Central High School, Washington. Office boy. Languages: Slight knowledge of French. Entered service 1902, messenger, \$360. Present position, stenographer and typewriter, \$540.

Davis, Estelle H., West Virginia.—Washington public schools. Wheeling (W. Va.) High School. Good handwriting. Entered service 1902, messenger, \$360. Present position, assistant, shelf-listing section, catalogue division, \$480.

Davis, Mary B., Virginia.—Baltimore and Washington public schools. Columbian University Library School. Assisted in high school library. Typewriting. Languages: French, German. Entered service 1901, messenger, \$360. Present position, copyist (typewriter), catalogue division, \$720.

De Wolfe, Madeline B., New York.—Washington High School. Columbian University Library School. Typewriting. Languages: French and German, some Spanish and Latin. Entered service 1900, messenger, catalogue division, \$360. Present position, cataloguer, \$900.

Dierken, Jennie M., New York.—Notre Dame Academy. Business High School, Washington. "The Drillery," Washington. Stenographer and type-

---

\* Since appointment, George Washington University, stenography and typewriting.

writer. Entered service 1904, stenographer and typewriter, \$360. Present position, stenographer and typewriter, \$720.

Downs, Wilbur, District of Columbia.—Washington public schools. Good handwriting. Entered service 1905, messenger, \$360. Present position, messenger, \$360.

Emory, Lee B., Maryland.—Eastern High School, Washington, D. C. Yard clerk, Baltimore and Ohio Railroad, Bessemer, Pa. Temporary service, Library of Congress. Language: French. Entered service 1905, messenger, \$360. Present position, messenger, \$360.

Faison, Ellinor H., North Carolina.—Washington public schools. Columbian University Library School. Volunteer, Library of National Museum and Smithsonian Institution. Typewriting. Languages: French, Latin. Entered service 1902, messenger, \$360. Present position, assistant, \$600.

Fant, Eva Western, Utah.—Technical High School, Washington, D. C. Good handwriting. Language: French. Entered service 1902, messenger, \$360. Present position, assistant, copying section catalogue division, \$540.

Farmer, James P., North Carolina.—Washington public schools. Assistant shipping clerk. Entered service 1900, messenger, \$360. Present position, assistant, shelf-listing section, catalogue division, \$600.

Fenton, Georgiana C., Indiana.—Central High School, Washington. Columbian University Library School. Typewriting. Languages: French, German. Entered service 1901, messenger, \$360. Present position, cataloguer, \$720.

Fisher, Rebecca S., Pennsylvania.—Central High School, Washington. Columbian University Library School. Good handwriting. Language: German. Entered service, 1903, messenger, \$360. Present position, assistant, labelling section, catalogue division, \$480.

Forrer, Herbert S., Illinois.<sup>a</sup>—Belvidere (Ill.) and Washington public schools. Entered service, 1900, messenger, \$360. Present position, stack assistant, \$720.

Gilder, LeRoy A., Alabama.—Butler (Ala.) Academy. Office clerk. Entered service, 1900, messenger, \$360. Present position, clerk, copyright office, \$720.

Goodman, Pearl, West Virginia.—Washington public schools. MacDonald-Ellis School, Washington. Robinson Female Seminary, Exeter, N. H. Stenography and typewriting. Language: French. Entered service, 1900, messenger, \$360. Present position, stenographer and typewriter, translator, and reviser, copyright office, \$1,000.

Gordon, Kilbourn, Georgia.—Friends' Select School, Washington. High schools, Berlin, N. H., Washington, and Lemon City, Fla. Entered service, 1904, messenger, \$360. Present position, messenger, \$360.

Grady, Ryan A., Minnesota.—Duluth and Washington public schools. Entered service, 1900, messenger, \$360. Present position, assistant, periodical division, \$540.

Gridley, Helen W., Michigan.—Washington public schools. Friends' Select School, Washington. Business High School, Washington. Clerk, Census Office. Stenography and typewriting. Language: German. Entered service 1903, messenger, stenographer, and typewriter, \$360. Present position, messenger, stenographer, and typewriter, \$360.

Grimshaw, Walter H., New York.—Brooklyn public schools. Washington High School (graduate). Messenger boy. Good handwriting. Language: Latin. Entered service 1902, messenger, \$360. Present position, assistant, copying section, catalogue division, \$540.

Haynie, Willard S., District of Columbia.<sup>b</sup>—Washington public schools. Good handwriting. Temporary service, Library of Congress. Entered service 1903, messenger, \$360. Present position, stenographer and typewriter, \$600.

Hayt, Rosina E., Pennsylvania.—Erie Academy. Painesville Seminary. New York Art Students' League. Columbian University Library School. Teacher. Typewriting. Special service, Library of Congress. Languages: Reads French and German fairly. Entered service 1901, assistant, shelf-listing section, catalogue division, \$360. Present position, assistant, shelf-listing section, catalogue division, \$540.

Hehns, Henry A., District of Columbia.—Washington public schools. Good handwriting. Entered service 1905, messenger, \$360. Present position, messenger, \$360.

<sup>a</sup> Since appointment, George Washington University.

<sup>b</sup> Since appointment, stenography and typewriting.

**Herndon, Lucien H.**, Mississippi.—Common schools. Good handwriting. Clerk, Census Office. Special service. Library of Congress. Entered service 1908, messenger, \$360. Present position, watchman, reading room, \$720.

**Hoffmann, Irvin N.**, Wisconsin.—Washington public schools. Entered service 1901, messenger, card section, \$300. Present position, assistant, card section, \$480.

**Hoskinson, Hilleary G.**, District of Columbia.—Public schools. National Business College, six months. Page, United States Senate. Entered service 1903, messenger, \$360. Present position, messenger, \$360.

**Howell, Thomas J.**, Virginia.—St. John's College, Washington. Georgetown Law School. Clerk, patent attorney's office. Language: Latin. Entered service 1905, messenger, \$360. Present position, messenger, \$360.

**Jackson, Herbert C.**, Maryland.—Washington public schools. Columbian University. Typewriter, Bureau of American Republics. Entered service 1900, messenger, \$360. Present position, clerk, typewriter, copyright office, \$900.

**Jones, Evelyn B.**, New York.—High school, Washington. Clerk, Census. Language: French (slight). Entered service 1902, assistant, \$360. Present position, stock assistant, \$720.

**Kathman, James A.**, Louisiana.—A. B., College Immaculate Conception, New Orleans. College in Rodez, France, two years. Georgetown Law and Post-Graduate schools. Professor of French, Georgetown College. Secretary to vice-president, Georgetown College. Languages: French, Latin; studied German and Greek. Entered service 1901, messenger, \$360. Present position, assistant, classification section, catalogue division, \$900.

**Kirby, Edward T.**, Maryland.—Washington and Laurel (Md.) public schools. Second year high school. Entered service 1905, messenger, \$360. Present position, messenger, \$360.

**Ladd, Maty B.**, District of Columbia.—Western High School, Washington. Columbian University, certain courses. Columbian University Library School. Good handwriting. Languages: French, Latin; studied German and Spanish. Entered service, 1904, messenger, \$360. Present position, assistant, catalogue division, \$480.

**Leech, W. R. S.**, Maryland.—Baltimore City College. Typewriter. Entered service, 1900; messenger, \$360. Present position, assistant, \$720.

**Lennon, Joseph A.**, Massachusetts.—Boston College, A. B., 1902. Georgetown College, A. M., 1903. Law student, Georgetown University. Experience as bookkeeper and clerk. Languages: French, Latin, Greek. Entered service, 1904, messenger, \$360. Present position, assistant, order division, \$520.

**Lewis, William E.**, District of Columbia.—Washington High School. Washington Normal School, two years. Acting librarian high school; librarian Sunday school. Copyist, teacher. Entered service, 1905, messenger, \$360. Present position, messenger, \$360.

**Lynch, Harry C.**, District of Columbia.—Business High School (graduate), Washington. Bellman, elevator operator. Typewriting. Entered service, 1900, messenger, \$360. Present position, assistant, mail and supply, \$720.

**Lyons, Matthew**, Indiana.—Washington public schools. With United States Express Company. Entered service, 1900, messenger, \$360. Present position, in charge of stamping class, etc., entries, copyright office, \$720.

**Macfarland, Alice A.**, District of Columbia.—Educated by father, a graduate of University of Virginia and Harvard. Assistant secretary, National Cathedral School for Girls. Stenography and typewriting. Language: Knowledge of French. Entered service 1902; stenographer and typewriter, \$360. Present position, stenographer and typewriter, copyright office, \$720.

**Martin, Chester R.**, District of Columbia.—M Street High School, business department (graduate), Washington. Clerk, book canvasser. Stenography and typewriting. Entered service 1905; messenger, \$360. Present position, messenger, \$360.

**Meriwether, Robert H.**, District of Columbia.—Howard University, preparatory department. Worcester Academy (special), 1900-1901. Amherst College, 1901-2. Student law department, Howard University. Stenographer and typewriting. Temporary service, Library of Congress. Languages: French, German, Latin. Entered service 1905; messenger, \$360. Present position, messenger, \$360.

**Moffat, Mary**, Indiana.—Hanover College (Indiana), one year. Lake Forest University (sophomore year). Ferry Hall Seminary, Lake Forest (graduate). Columbian University Library School. Foreign travel. Languages: German,

Greek, Latin; a little French. Entered service 1901; messenger, \$360. Present position, cataloguer, \$720.

Mohun, Ward, District of Columbia.—Washington public schools. Temporary service, card section, Library of Congress. Entered service 1904; messenger, \$360. Present position, assistant, periodical division, \$480.

Moten, Kate E., District of Columbia.—High school (fourth year), Washington. Copyist, Department of Agriculture. Copyist, recorder of deeds office, fourteen years. Proof reading. Typewriting. Entered service, 1900; messenger, \$360. Present position, messenger, \$360.

Monroe, Mildred S., Colorado.<sup>a</sup>—High school, Washington. Clerical experience. Languages: French (one year), Latin (three years). Entered service, 1902; messenger, \$360. Present position, assistant, \$360.

Nicholls, Elizabeth R., Mississippi.—Private instruction. Languages: "Some knowledge of foreign languages." Entered service, 1900; messenger, \$360. Present position, stack assistant, \$720.

Nicholson, Percival H., Maryland.—Baltimore City College, 1901. Eastern High School, Washington (graduate). George Washington University, 1905. Experience as messenger. Librarian of Sunday school. Languages: German (two years), French (one year), Latin (four years). Entered service, 1905; messenger, \$360. Present position, messenger, \$360.

Parke, Clarence L., Indiana.<sup>b</sup>—High school, Washington, one term. Spencерian Business College, two terms. Messenger, Weather Bureau. Typewriting and bookkeeping. Entered service, 1901; messenger, \$360. Present position, assistant, periodical division, \$720.

Paynter, William H., District of Columbia.—Washington public schools. Shipping clerk. "Some knowledge of typewriting." Entered service, 1905; messenger, \$360. Present position, messenger, \$360.

Peckham, Wesley E., District of Columbia.—Common schools. Clerk. Slight knowledge of typewriting. Entered service, 1904, messenger, \$360. Present position, messenger, \$360.

Perry, Willie H., South Carolina.—Business High School (graduate), Washington. Stenography and typewriting. Entered service, 1902, stenographer and typewriter, \$360. Present position, stenographer and typewriter, card section, \$600.

Pike, Albert H., District of Columbia.<sup>c</sup>—High school (third year) Washington. Entered service, 1903, messenger, \$360. Present position, messenger, \$360.

Plunkett, Natalie G., District of Columbia.—Western High School (two years). Clerk, temporary positions in Treasury Department, in lawyer's office, etc. Typewriting. Language: French (slight). Entered service, 1903, messenger, \$360. Present position, stack assistant, \$720.

Priest, Anna M., Pennsylvania.—Norristown (Pa.) High School (graduate). Central High School, Washington. Columbian University Library School. Special service, Library of Congress. Languages: Latin, Greek, French (two years), German (three years). Entered service, 1902, messenger, \$360. Present position, assistant, copying section, catalogue division, \$720.

Sinclair, Annie L., Virginia.<sup>d</sup>—Eastern High School (graduate), Washington. Typewriting. Languages: Knowledge of French and German. Entered service, 1900, messenger, \$360. Present position, assistant, proof-reading section, catalogue division, \$720.

Skelly, Wm. C., District of Columbia.—Washington public schools. Entered service, 1902, messenger, \$360. Present position, assistant, mail and supply, \$540.

Sullivan, J. Leo, Delaware.—Washington public schools. Messenger, Pennsylvania Railroad Company. Entered service, 1900, messenger, \$360. Present position, assistant, binding division, \$600.

Thompson, Laura A., Illinois.—University of Chicago, A. B. Graduate school in history. Private instruction in simple cataloguing and shelf listing. Student assistant, history and sociology libraries, University of Chicago. Languages: Greek, Latin, French, German. Entered service, 1902, assistant, \$360. Present position, first assistant, card section, \$1,200.

Upton, Katharine G., District of Columbia.—High school (graduate), Washington. Columbian University Library School. Languages: German (four

<sup>a</sup> Since appointment, Amherst College Library School.

<sup>b</sup> Since appointment, student Georgetown Law School.

<sup>c</sup> Since appointment, Georgetown Law School.

<sup>d</sup> Since appointment, private lessons in cataloguing.

years). French (two years). Entered service, 1905, messenger, \$360. Present position, messenger, \$360.

Wahlgren, Marie. Iowa.—Mount Vernon Seminary, Washington. Washington High School, fourth year. Columbian University (summer course). Clerk, Census Office. Typewriting (studied stenography). Languages: German, French, Latin. Entered service, 1903, messenger, \$360. Present position, cataloguer, \$540.

Washington, Richard B., Virginia.<sup>a</sup>—Potomac Academy. Entered service, 1900, messenger, \$360. Present position, assistant, \$600.

Watts, Roger W., District of Columbia.—Washington High School, 1898–1898. Howard University, 1898–1900. Chauncey Hall School, Boston, 1900–1901. Boston University, 1901–2. Howard University Law School (graduate). Clerk. Languages: Fairly well versed in French, German, Latin, Greek. Entered service, 1904, messenger, \$360. Present position, messenger, \$360.

Welti, Oswald, District of Columbia.—College Cantonal, Lausanne, Switzerland. Studied music, Weimar and Berlin. Music teacher. Languages: French, German. Entered service, 1901, assistant, music division, \$360. Present position, assistant, maps division, \$1,200.

Wright, Edith A., District of Columbia.—Washington High School (graduate). Amherst College Library School. Volunteer, Smithsonian and National Museum libraries. Typewriting. Languages: Latin (four years), Spanish (slight). Entered service, 1905, messenger, \$360. Present position, messenger, \$360.

*Employees who entered the service at \$300.*

Cornwall, Wilmer H., District of Columbia.—Washington public schools. Messenger, Western Union Telegraph Company. Entered service, 1905, messenger, card division, \$300. Present position, messenger, card section, \$360.

## DIVISION II.

### APPOINTMENTS JULY 1, 1897, TO APRIL, 1899.

*Employees who entered the service at \$3,000.*

Hunson, James C. M., Wisconsin.—Entered service 1897, chief catalogue division, \$3,000. Present position, chief catalogue division, \$3,000.

Solberg, Thorvald, Massachusetts.—Entered service 1897, register of copyrights, \$3,000. Present position, register of copyrights, \$3,000.

*Employees who entered the service at \$1,800.*

Brockway, Francis E., New York.—Entered service 1897, bookkeeping division, copyright office, \$1,800. Present position, chief bookkeeping division, copyright office, \$1,800.

Griffin, A. P. C., Massachusetts.—Entered service 1897, assistant, \$1,800. Present position, chief bibliographer, \$3,000.

Martel, Charles, Illinois.—Entered service 1897, reviser, \$1,800. Present position, chief classifier, \$1,800.

*Employees who entered the service at \$1,500.*

Kyle, S. Ralph, South Dakota.—Entered service 1897, cataloguer, \$1,500. Present position, assistant, periodical division, \$900.

Whittlesey, Walter R., Virginia.—Entered service 1897, chief music division, \$1,500. Present position, first assistant music division, \$1,400.

*Employees who entered the service at \$1,400.*

Crooks, James W., Illinois.—Entered service 1897, bookkeeping division, copyright office, \$1,400. Present position, chief record division, copyright office, \$1,900.

Wilson, Oliver C., Pennsylvania.—Entered service 1897, clerk, copyright office, \$1,400. Present position, assistant, index division, copyright office, \$1,400.

---

<sup>a</sup> Since appointment, student, law school, George Washington University, and study of German and Russian.

*Employees who entered the service at \$1,200.*

Downs, John L., Indiana.—Entered service 1897, clerk, copyright office, \$1,200. Present position, chief deposit division, copyright office, \$1,600.

Gilkey, Malina A., Massachusetts.—Entered service 1898, cataloguer, \$1,200. Present position, in charge copying section, catalogue division, \$1,500.

Grady, C. Powell, Minnesota.—Entered service 1897, clerk, copyright office, \$1,200. Present position, cash entry clerk, copyright office, \$1,400.

Jordan, Horace M., Maine.—Entered service 1897, assistant, library station, \$1,200. Present position, assistant, library station, \$1,200.

Kimball, Arthur R., New Hampshire.—Entered service 1897, assistant, catalogue division, \$1,200. Present position, assistant in charge binding division, \$1,500.

Thompson, Virginia C., Kentucky.—Entered service 1897, clerk, copyright office, \$1,200. Present position, clerk, copyright office, \$1,200.

*Employees who entered the service at \$900.*

Bourgeat, Bella K., District of Columbia.—Entered service 1897, cataloguer, \$900. Present position, clerk, index division, copyright office, \$1,200.

Burlis, James C., District of Columbia.—Entered service 1897, stenographer and typewriter, \$900. Present position, clerk in charge stationery section, \$1,000.

Cockrell, Bessie C., Arkansas.—Entered service 1897, clerk, copyright office, \$900. Present position, clerk, index division, copyright office, \$1,000.

FlitzGibbon, Susan, New York.—Entered service 1897, clerk, copyright office, \$900. Present position, clerk, index division, copyright office, \$1,000.

Foster, Carolyn R., Ohio.—Entered service 1897, clerk, copyright office, \$900. Present position, clerk, index division, copyright office, \$1,000.

Giffin, Esther J., California.—Entered service 1897, assistant, \$900. Present position, in charge reading room for the blind, \$1,200.

Grimshaw, William H., New York.—Entered service 1897, attendant, Representatives' reading room, \$900. Present position, attendant, Representatives' reading room, \$900.

Griswold, Alice S., Iowa.—Entered service 1897, cataloguer, \$900. Present position, cataloguer, \$1,200.

Harrison, Eleanor M., Illinois.—Entered service 1897, assistant, reading room, \$900. Present position, clerk, copyright office, \$900.

Lawton, Eva J., District of Columbia.—Entered service 1897, cataloguer, \$900. Present position, cataloguer, \$1,200.

Mohun, Anna R., District of Columbia.—Entered service 1897, stenographer and typewriter, copyright office, \$900. Present position, stenographer and typewriter, copyright office, \$900.

Roberts, David E., Maryland.—Entered service 1897, assistant, prints division, \$900. Present position, first assistant, prints division, \$1,200.

Stephens, Anita H., Ohio.—Entered service 1897, assistant, maps division, \$900. Present position, clerk, copyright office, \$900.

Stevens, Alice F., Vermont.—Entered service 1898, cataloguer, \$900. Present position, cataloguer, in charge of documents, catalogue division, \$1,400.

Stinson, Minnie V., Pennsylvania.—Entered service 1897, assistant, reading room, \$900. Present position, stenographer and typewriter, manuscripts division, \$900.

Taylor, Benjamin F., New Jersey.—Entered service 1897, clerk, copyright office, \$900. Present position, first assistant, application division, copyright office, \$1,600.

Washington, Lawrence, Virginia.—Entered service 1897, attendant, Washingtonian Library, \$900. Present position, assistant, documents division, \$1,200.

Wood, Jessie P., Rhode Island.—Entered service 1897, assistant, prints division, \$900. Present position, stack assistant, \$900.

*Employees who entered the service at \$720.*

Alexander, Louis A., Pennsylvania.—Entered service 1897, librarian's messenger, \$720. Present position, librarian's messenger, \$840.

Beckett, William, District of Columbia.—Entered service 1897, doorkeeper, \$720. Present position, doorkeeper, \$720.

- Brown, Blanche P., District of Columbia.—Entered service 1897, attendant, cloak room, \$720. Present position, attendant, cloak room, \$720.
- Carpenter, Mary K., North Dakota.—Entered service 1898, clerk, copyright office, \$720. Present position, clerk, copyright office, \$720.
- Dakin, Maude I., New York.—Entered service 1897, stack attendant, \$720. Present position, attendant at desk, reading room, \$900.
- Davids, Berkeley R., Pennsylvania.—Entered service 1897, clerk, copyright office, \$720. Present position, first assistant, order division, \$1,200.
- Davidson, Elizabeth R., Georgia.—Entered service 1898, stack attendant, \$720. Present position, stack attendant, \$720.
- Fitzpatrick, John C., District of Columbia.—Entered service 1897, assistant, \$720. Present position, assistant, manuscripts division, \$900.
- Haynes, George W., District of Columbia.—Entered service 1897, attendant, mail and supply, \$720. Present position, attendant, mail and supply, \$720.
- Hazzard, Margaretta L., Ohio.—Entered service 1897, stack assistant, \$720. Present position, assistant, order division, \$900.
- Hellman, Florence S., Wyoming.—Entered service 1898, assistant, reading room, \$720. Present position, assistant, division of bibliography, \$900.
- Johnston, Richard H., Maryland.—Entered service 1898, assistant, reading room, \$720. Present position, assistant at desk, reading room, \$1,200.
- Kirkus, Marion W., Rhode Island.—Entered service 1897, assistant, periodical division, \$720. Present position, assistant, periodical division, \$900.
- Logie, Eliza, Michigan.—Entered service 1897, stack attendant, \$720. Present position, stack attendant, \$720.
- Pitner, Wm. J., Georgia.—Entered service 1898, clerk, copyright office, \$720. Present position, clerk in charge of mail, copyright office, \$1,400.
- Reinmiller, George W., Minnesota.—Entered service 1898, assistant, reading room, \$720. Present position, assistant, reading room, \$900.
- Reynolds, Francis J., Alabama.—Entered service 1898, assistant, reading room, \$720. Present position, assistant at desk, reading room, \$900.
- Richard, Emma D., Ohio.—Entered service 1897, assistant, \$720. Present position, clerk, record division, copyright office, \$900.
- Slade, Wm. A., Rhode Island.—Entered service 1898, assistant, reading room, \$720. Present position, first assistant, division of bibliography, \$1,200.
- Spofford, Edith F., Ohio.—Entered service 1898, stack attendant, \$720. Present position, assistant, periodical division, \$720.
- Waters, Harry T., Pennsylvania.—Entered service 1898, clerk, copyright office, \$720. Present position, clerk, application division, copyright office, \$1,200.

*Employees who entered the service at \$600.*

- Meeds, Hollyday S., Maryland.—Entered service 1898, mail and supply, \$600. Present position, clerk and bank messenger, copyright office, \$900.

DIVISION III.

APPOINTMENTS PREVIOUS TO JULY 1, 1897.

*Employees who entered the service at \$1,800.*

- Spofford, Ainsworth R., Ohio.—Entered service 1861, assistant, \$1,800. Present position, chief assistant librarian, \$4,000.

*Employees who entered the service at \$1,200.*

- Crisfield, Arthur, Maryland.—Entered service 1885, cataloguer, \$1,200. Present position, chief, application division, copyright office, \$2,000.
- Hutcheson, David, New York.—Entered service 1875, reviser, catalogue division, \$1,200. Present position, superintendent of reading room, \$3,000.
- Moore, Willard T., Michigan.—Entered service 1888, clerk, copyright office, \$1,200. Present position, assistant, reading room, \$1,200.
- Phillips, P. Lee, District of Columbia.—Entered service 1876, assistant, \$1,200. Present position, chief, division of maps and charts, \$3,000.
- Solyom, Louis C., New York.—Entered service 1868, assistant, \$1,200. Present position, assistant in charge of old classification, \$1,800.

*Employees who entered the service at \$900.*

Croft, Samuel M., North Dakota.—Entered service 1896, clerk, copyright office, \$900. Present position, in charge mail and supply division, \$1,500.

Howard, James Q., New York.—Entered service 1894, clerk, copyright office, \$900. Present position, custodian Congressional Reference Library, \$1,500.

Iardella, Annette, District of Columbia.—Entered service 1897, assistant, \$900. Present position, reviser, record division, copyright office, \$1,000.

Morse, William H., Rhode Island.—Entered service 1897, assistant, \$900. Present position, assistant, law library, \$1,500.

Worrall, Charlotte A., Illinois.—Entered service 1896, clerk, copyright office, \$900. Present position, clerk, copyright office, \$900.

*Employees who entered the service at \$720.*

Ingram, J. Van Ness, District of Columbia.—Entered service 1895, assistant, periodical division, \$720. Present position, assistant, periodical division, \$900.

Morrison, Hugh A., Jr., Maryland.—Entered service 1890, assistant, \$720. Present position, first assistant, reading room, \$1,500.

Morrison, John G., Iowa.—Entered service 1882, assistant, reading room, \$720. Present position, first assistant, reading room, \$1,500.

Murray, Daniel, District of Columbia.—Entered service 1871, messenger, \$720. Present position, assistant, reading room, \$1,200.

Ritchie, George T., Maryland.—Entered service 1890, assistant, \$720. Present position, in charge of card catalogue, \$1,400.

Shoemaker, Maude J., Ohio.—Entered service 1897, assistant, \$720. Present position, stenographic assistant, \$720.

*Employees who entered the service at \$600.*

Putnam, Thomas J., Massachusetts.—Entered service 1865; assistant, \$600. Present position, first assistant deposit division, copyright office, \$1,600.

*Employees who entered the service at \$540.*

Chase, Henry C., Maryland.—Entered service 1892; assistant, \$540. Present position, first assistant (and searcher) correspondence division, copyright office, \$1,400.

*Employees who entered the service at \$480.*

Rucker, Hamilton, District of Columbia.—Entered service 1880; messenger, \$480. Present position, attendant, reading room, \$900.

*Employees who entered the service at \$240.*

Fowler, Fred, Maryland.—Entered service 1876; laborer, \$240. Present position, watchman, reading room, \$720.

*Employees who entered the service at \$1.25 per diem.*

Wilkinson, J. F. N., District of Columbia.—Entered service 1857; laborer, law library, \$1.25 per diem. Present position, assistant, law library, \$1,400.

Mr. TAWNEY. You receive recommendations from persons who are applicants for positions, do you not?

Mr. PUTNAM. Yes, sir; yes, indeed.

Mr. TAWNEY. Are those recommendations preserved?

Mr. PUTNAM. Yes, sir.

Mr. TAWNEY. Are any of them ever destroyed?

Mr. PUTNAM. I never allow any recommendation to be destroyed. It is filed with the papers.

Mr. TAWNEY. Do you know of any having been destroyed recently?

Mr. PUTNAM. No, sir.

Mr. TAWNEY. Does the judgment of those who are personally and intimately acquainted with the applicant as to his fitness and qualifications have any weight with you at all?

Mr. PUTNAM. It does. There are two questions involved—one may be as to character, and the other as to the capacity which the applicant has shown in actual work. Certificates as to character, of course, we value from whatever source. Testimonials as to character of work done by an applicant, the kind of work that has any analogy with ours, of course we regard.

Mr. TAWNEY. And these testimonials and recommendations you say are all preserved with the papers, with the applications, and remain on file in your office?

Mr. PUTNAM. Yes; remain on file in my own office, not even in the chief clerk's office.

Mr. TAWNEY. They are accessible to any one who is interested in the applicant?

Mr. PUTNAM. Yes, indeed.

Mr. LIVINGSTON. Mr. Librarian, you said a while ago, when you detailed the manner in which an applicant was examined and received, it was quite a circuitous route that he went through; but you stated that after his probationary state was over his chief alone settled the question whether he remained or not. Now, then, if I understand you correctly, your permanent appointments are simply in the hands of one man, and that is the chief. Am I right about that?

Mr. PUTNAM. The certificate of the fitness of the probationer employed during that period comes to me from his chief. It is not the chief alone who has selected that person out of, say, 3,500. But I determine the promotion upon the certificate of his chief as to the capacity he has shown in his work.

Mr. LIVINGSTON. That is not an exact answer to my question. Finally, I suggested or asked you, Does the chief of division settle the question whether the person is permanently appointed in your Library or not? Is that right?

Mr. PUTNAM. That is right.

Mr. LITTAUER. That is the practical working out of it. He makes his recommendation to you?

Mr. PUTNAM. Yes.

Mr. TAWNEY. Have you ever had reason to believe that some chiefs of division showed any favoritism in the matter of making an official certificate for a permanent appointment?

Mr. PUTNAM. I am studying my chiefs pretty carefully, and I have never seen an instance in which what I should call favoritism is shown. I sometimes protract, where the report was doubtful, the period of their probation, suggesting that probably the applicant not having had opportunity sufficient, or enough variety of work, had not been able to show what was in him. But my chiefs are responsible to me for getting as much as they can out of their subordinates. They are conscientious men. They are men with professional training. I suppose that nobody is absolutely immune from a favoring disposition toward a person who comes in and takes hold of work just as he fancies it should be done; but favoritism, such as you mean it, I have not detected in any one of my chiefs.

Mr. TAWNEY. The reason I ask you the question is this: There is an opportunity for it in the fact that you rely solely upon the judgment of the chiefs, and the method of appointment might be on that account a questionable one, rather than be accepted as the best method to be employed.

Mr. PUTNAM. That is the difficulty, sir. I do not see how, in an organization such as ours, any more than in a business, it is possible to avoid trusting somebody.

Mr. TAWNEY. But do you personally, in addition to the recommendations of the chief, make an investigation into the question of the efficiency of the person or employee? Independent of the certificate presented to you by the chief, do you make any personal investigation?

Mr. PUTNAM. I make sometimes an independent inquiry of the chief's subordinates, who have been in supervision of the work of this employee, and I call for evidence. The cases in which I can get evidence that is very satisfactory cover only a part of the cases, because it is only in clerical work—writing certificates, and so on, in the copyright office—that the errors can be detected and checked up. It is only in part that our work can be recorded, and I can not follow the details of an employee's work from day to day. If I have any reason to doubt the fairness of a report from the chief, or the fairness of the opportunity he has given the applicant, I do, of course, investigate. I do not fail to let the applicant himself, the employee himself, come to me and suggest any reasons which may modify the judgment of the chief. But I do not want to claim too much for my own personal investigation, because I have to make it clear to these people that we take on temporarily in this way that in giving them the preference to show what they are good for in our work, the final decision as to whether or not we retain them must be absolutely ours. It is for them to prove that they are good for something, and not for my chiefs to prove that they are not good for anything.

Mr. LIVINGSTON. Suppose "A," under the chief, was reported to you for dismissal; or, in other words, suppose his temporary appointment could not be made permanent. Suppose that party comes to you and says he has not been properly treated by the chief and that the chief is prejudiced against him because on a former occasion, when that chief imposed on that clerk, that clerk went to you about it and complained, and the chief nosed it out and has been hard upon the clerk ever since; what do you do in such a case? Have you had any of them?

Mr. PUTNAM. I have very few indeed. I do not believe there have been six cases, or five cases, of that kind since I have taken office where we dropped a person at the end of the probationary term. But if a case should occur I would say to the applicant, "You have had an opportunity to satisfy the requirements of this work. You were to satisfy that chief and that was understood when you came in. Nevertheless, if you feel that you have not had an adequate opportunity, I will extend the period of probation."

Mr. LIVINGSTON. Under the same chief, though?

Mr. PUTNAM. Yes; under the same chief, if the position is the only position that I have. That is generally the case.

Mr. LIVINGSTON. That is like going to secure justice in a court where the devil sits as judge, if you have that same chief.

**Mr. PUTNAM.** The difficulty, sir, is the alternative. If I say to this employee, "You have a right also to be tried or tested in other branches of the Library," that would assume he has the right to serve in various branches of the service, and it is unjust to us. It seems to me that if we do not hold a competitive examination which covers the whole country, we are going as far as this particular covers the whole country we are going as far as this particular person has a right to ask us to go if we say, "Come in, and prove what you are good for."

**Mr. LIVINGSTON.** Then why not put a board on that question as well as the chief? Why not select a clerk who sits alongside of that man, and then the chief, and then somebody else outside who knows nothing about the matter, and let a board of that kind pass on it? Why leave it in the hands of the chief, who may be prejudiced?

**Mr. PUTNAM.** I can not assume prejudice on the part of my chiefs. I must assume that they intend to be fair.

**Mr. LIVINGSTON.** You know what David Harum says: "There is as much human nature in some people as in others, and sometimes more," and you must recognize that as a truism.

**Mr. LITTAUER.** Now, after the probationary term is over, they go on what might be called a permanent roll, and yet they are subject to dismissal at any time if their inefficiency or inability to do the work you give them is demonstrated?

**Mr. PUTNAM.** Yes; they are not there except so long as they do satisfactory work.

**Mr. LITTAUER.** Do you have many dismissals?

**Mr. PUTNAM.** No, sir.

#### SUPERANNUATED EMPLOYEES.

**Mr. LITTAUER.** Do you have many clerks of rather mature age, or above 65 years, in your service?

**Mr. PUTNAM.** None appointed by me.

**Mr. LITTAUER.** Are they still efficient and worthy of the salaries they receive?

**Mr. PUTNAM.** All but one or two, I should say.

**Mr. LITTAUER.** Why do you not take up those one or two cases and determine whether or not they should remain there? It is all within your own province to determine that point.

**Mr. PUTNAM.** On the whole, I think there is only one case where, on account of age and, perhaps, accruing causes, there is a lack of efficiency adequate to the salary received. I do not know whether the committee wishes me to specify it or not. I have proposed to take up this case, and I offered the man, not to dismiss him—he is getting \$1,400—but to reduce him. I said, "You can not stay on indefinitely at this salary. We have got to use the \$1,400 salary for a higher-grade employee, and you are worth \$720 here. You can take this \$720 instead of the \$1,400, and you can stay on. Otherwise, I do not see any alternative but to drop you."

**Mr. LIVINGSTON.** What is his age?

**Mr. PUTNAM.** He is 74, I think.

**Mr. LITTAUER.** Now, you have known the degree of efficiency or inefficiency that he has exhibited for some time. The control of your

force being absolutely under your own discretion, why have you not taken some steps in regard to that before?

Mr. PUTNAM. Well, I did, sir.

Mr. LIVINGSTON. Suppose you answer this question, and make it straight: Who is behind him, sir?

Mr. PUTNAM. Chief Justice Taney, sir. He is the oldest employee of the Library in length of service. He is in the law library. He was appointed by Chief Justice Taney, and the members of the Supreme Court hate to see an employee appointed by Chief Justice Taney dropped or diminished in salary.

Mr. LITTAUER. Yes; but that is also the case with members of Congress; and if it is a matter of sufferance in one direction, there are complaints that there should be sufferance also in other degrees.

Mr. PUTNAM. Oh, yes. This has only been deferred. I know that the Chief Justice, while he feels a strong sentiment in this matter and feels that the law library is particularly entitled to the interest of the justices, would not have us impair the service by that means, and I feel and I fully expect that this change will be made within the coming recess. I do not know of anybody in my force who from age or disability is not earning his salary, unless it would be that one man.

Mr. TAWNEY. Let me ask you a question. Do you know, or can you state approximately, the number of employees in your Library who are 65 years of age?

Mr. PUTNAM. Sixty-five?

Mr. TAWNEY. Yes; or about that age.

Mr. PUTNAM. I fear that I could not offhand, not having anticipated the question. (See infra, p. 95.) But I happen to be possessed here of full data on the question of my own appointments, because of a resolution introduced in the House the other day, calling for a statement of the present employees in the Library, the date of their appointment, the names of the persons who recommended them for appointment, and what special education or training they had for the position. That resolution was referred to the Committee on Reform in the Civil Service, and I have sent to them a full statement covering all that information, so far as our records show it. (See p. 39.)

Mr. TAWNEY. Can you give the committee a statement showing the number of employees who are 65 years of age, and the number above that, and the salary paid to each?

Mr. PUTNAM. Certainly.

Mr. TAWNEY. We would be very glad to get that information. (See p. 95.)

#### METHOD OF PROMOTION.

Mr. LITTAUER. Now, take another phase of this matter. How are your promotions regulated?

Mr. PUTNAM. They are still more within the recommendation of the chief of division in which the employees work.

Mr. LITTAUER. The recommendations are made to you in writing, and you pass upon them?

Mr. PUTNAM. Yes, sir. The method followed is this: A vacancy occurs, say, in a \$900 position. Before any appointment from the outside is made a promotion is to be considered. There may be six or eight people at \$720 in that division. The chief of division is

called upon to submit to me in writing his recommendation, which takes the form of a comparison. It starts with the assumption that all of these six people are to be considered. It then details the work that each does and compares their records, including, of course, on top of it, the specific record of the character of work and quality of work and regularity of attendance, together with the general opinion of those under whom directly these employees are working; and he then makes his conclusion, in which he submits that So-and-So is best entitled to promotion. In such cases as that my opportunity for review is much more frequent and worth while than it is in a case of a probationary appointment; and of course of these six people a knowledge has come to me and an impression in various ways, and I am very apt to go all through the matter.

Mr. LITTAUER. And the determination of the promotion is based entirely upon the work performed?

Mr. PUTNAM. That is absolutely so, sir.

Mr. TAWNEY. Is it not possible, Mr. Librarian, under your system of promotion, for the judgment of the chief to be influenced by certain outside parties who are interested in the promotion of a particular person in his division? And would you know, under your system, whether such influence controls his recommendation or not?

Mr. PUTNAM. Certainly, it is possible, sir. It would be even more possible, however, for me to be influenced.

Mr. TAWNEY. No, I do not agree with you there. The difference in men would make a difference.

Mr. PUTNAM. I do not know, sir, how to answer that.

Mr. TAWNEY. You say it is possible. Do you know of any cases where it has been done?

Mr. PUTNAM. No, sir, I do not; and I am watching carefully.

Mr. TAWNEY. Have you made an investigation to ascertain?

Mr. PUTNAM. I would make an investigation if there is a charge made. But five people have not been promoted for the one who has been promoted. Out of the six, five have been left behind, and they have an interest to inform me if there has been undue pressure. Now, they are free to come to me. I invite them constantly to come to me without formality. Any employee there can get at me. If he thinks there is favoritism, he can prove it. He can come to me and lodge with me his complaint in the first instance, and that will induce an investigation. If he can give me any evidence in support of his complaint, there will be his opportunity to do so.

Mr. TAWNEY. At the same time the discipline of your service would require that you necessarily sustain your chief in every instance unless you had positive proof of his having been influenced by anything other than the efficiency record of the person concerned?

Mr. PUTNAM. A charge of partiality is the easiest charge to make, and it is the meanest. A subordinate who has not been promoted, you see, can always allege partiality. Now, if you call upon the chief to disprove partiality, you are calling upon him to prove a negative, which is very hard on him. I will say this, and the evidence of it from day to day is rather convincing: The two largest divisions in the Library are the copyright office and the catalogue division. One has 68 and the other 91 employees, and it is only in those two, as a rule, that any promotions are possible. Now, no employee in either of those two divisions who has ever come to me

with the suggestion that he has not been treated with full fairness has failed to testify to the fairness of the register of copyrights and the chief of the catalogue division; and he has never gone beyond this, that some intermediate person who is in direct supervision of his work had not reported it fairly. Now, that naturally has rather given me, as it would anybody, assurance of the two chiefs. Nobody has ever alleged to me—no subordinate—even feeling that he had a grievance, ever charged it upon the chief. He has said a chief clerk or a reviser of his work or some other intermediate person had not been fully fair to him. They all testify that these two men were "very just men," and that is a phrase that is very constantly used.

Mr. LITTAUER. Have you ever in your experience had to take a clerk in any way from a higher salary and impose a lower salary because of inefficient work?

Mr. PUTNAM. Yes, sir. I did it in one case where an employee was getting \$1,500, occupying the position of assistant chief of a division, but was suited only to a work to which I could not assign that salary. He was methodical in his work, industrious, and quite conscientious, but the work to which he was assigned was not the work that he could do best. He was not well suited to the requirements of this \$1,500 position. I therefore put the matter to him, just as I propose to put it to this other employee, and I said: "We do not want to lose you, only the work that you can do is work for which we can pay only \$900. Now, I have got to use this \$1,500 salary for qualifications which you do not possess. What do you think about it?" He took the \$900 place, and is working there very contentedly and faithfully and industriously and absolutely satisfactorily. That is one case. I do not recall any other.

Mr. LIVINGSTON. Mr. Librarian, as you have only two divisions in which you promote, or from which you promote, do you not think that it opens a wide gate to discrimination in the first instance as to where you assign a clerk? If you have any favorable prejudices or partiality, you can just assign a clerk over to the copyright division or over to the catalogue division, because you know there will be promotions there; but if you are not partial to a clerk you will be able to put him down in a position where he can never rise. Do you not see there is an open gate there to partiality in your system?

Mr. PUTNAM. Well, Mr. Chairman, it is difficult for me to deal with suppositions. You must remember that the law, and not myself, prescribes what positions shall be opened. The law says there shall be such and such positions in the copyright office. Now, if there is a position in the copyright office open, and the question of an appointment comes up, it is an appointment to that position.

Mr. LIVINGSTON. If you put Jones to work and assign him to the copyright division, he and everybody else knows that he has a chance of promotion sometime, whereas—

Mr. PUTNAM. I do not begin, sir, with the consideration of what is fair to Jones. I begin with the consideration of what is fair to the service. We presume we will put him where he will do the most good. We do not consider him until we have an appointment to make. We do not create an eligible list, you know.

Mr. LITTAUER. The Library being one of the few Departments outside of the civil service, you must realize that your responsibility of

conducting examinations and making promotions is even greater than that where appointments are made from the civil-service lists. Now you have a total of 303 employees. How many of those were appointed by yourself?

Mr. PUTNAM. Two hundred and thirty-six.

Mr. LITTAUER. So that there are still left 67 individuals who were appointed under the system which existed prior to your time?

Mr. PUTNAM. Yes, sir.

#### QUALIFICATIONS FOR APPOINTMENT.

Mr. LITTAUER. Prior to your time, was this same system of appointment carried on or was it largely by preference, so far as your knowledge goes?

Mr. PUTNAM. This law became effective only with the removal of the Library to the new building. It was operative upon my predecessor. The law requires specific training and education.

Mr. LIVINGSTON. Please explain what you mean by the law.

Mr. PUTNAM. The appropriation act of 1898, approved February 9, 1897, which prescribed that the appointments in the Library service shall be made by the Librarian solely with reference to the fitness of the applicants for the positions to be filled.

Mr. LIVINGSTON. It says nothing about experience and training.

Mr. PUTNAM. Pardon me; when I said "experience and training," I was thinking of the characteristics that our form of application calls for.

Mr. LITTAUER. You would consider that experience means fitness?

Mr. PUTNAM. Yes; for a stenographer, stenographic training; for ordinary clerical service, training in a business office. Under my predecessor there was no form of application in use which tabulated the antecedent education or experience of the appointees. I have nothing of record to show what that was, except some statements filed by his appointees at my request after I came into office.

Mr. LITTAUER. Have you discharged many of the old employees since you came into office?

Mr. PUTNAM. I have discharged perhaps only 4 people out of the 125 whom I found in office.

Mr. LITTAUER. Did you find an efficient force when you came in?

Mr. PUTNAM. I found 125 people in office when I took office, and many of them were highly efficient. I can not say they were all people whom I should have selected.

Mr. LITTAUER. Still you have retained them there because you determined that the quality of their work was suitable to the salary received?

Mr. PUTNAM. Yes, in the main.

Mr. BURLESON. You have changed the positions of some of those, too?

Mr. PUTNAM. We have readjusted a little; not readjusted downward, except in one case. But, of course, many have not been advanced.

Mr. LITTAUER. It is my impression that before you came there appointments were made through recommendations, and my object in asking you the question is to ascertain whether the force appointed through influence and recommendations has proved to be as compe-

tent as the force that you have added to the Library, based upon fitness.

Mr. PUTNAM. I hesitate—naturally, Mr. Chairman, I hesitate very much to characterize any preceding administration.

Mr. LITTAUER. It is the force that I refer to, not the administration.

Mr. PUTNAM. There were admirable appointments made by my predecessor. I believe, however, that out of 97 that he made only 12 had had previous library experience. Now, all the positions that he filled by no means required library training. I should say of the force, as a whole, that the average was a good one, because certain people at the top were of excellent efficiency. He selected those. But in many of the minor positions there were people very much less efficient than I can get for the money, as is shown by this statement [indicating document].

Mr. LITTAUER. Have they dropped out, many of them?

Mr. PUTNAM. Most of them who have left have dropped out of their own accord, because they found they were not getting on. I have dismissed four—not more than four—if I remember rightly. Others have improved under the incentive of better capacity coming alongside of them and stimulating them; and we have given them where we could an opportunity to be tried in a little different kind of work and to hold their positions, and we have given them a great presumption in their favor. However, when it came to new appointments I felt that my duty was rather more rigorous, and we have gotten the best material we could for the money.

Mr. LIVINGSTON. Have you the form of application there?

Mr. PUTNAM. No; I did not bring it with me. [Appended sup. 99.]

Mr. LIVINGSTON. Why do you not follow the law in your language? Here is the law: "Selected by the Librarian of Congress by reason of special aptitude;" not "experience or fitness," but "aptitude." This law shows that it was not intended by Congress that you should go to the libraries and colleges and seminaries and universities to get people, but that the aptitude of appointees should be the thing considered. Do you consider a man's aptitude at all?

Mr. PUTNAM. What proof of it have you, sir, if not that which has been demonstrated by past experience? I certainly do consider aptitude, but I do not leave it to his own assertion.

Mr. LIVINGSTON. You use the words "training" and "experience?"

Mr. PUTNAM. Certainly.

Mr. BURLESON. Have you tried to make these appointments from various sections of the country?

Mr. PUTNAM. We do try, sir, but we fail to give any proportionate geographical representation.

Mr. BURLESON. Do you do it as far as you can?

Mr. PUTNAM. Yes; but it is very difficult in the case of the technical positions. The experience we want is only to be obtained in large libraries handling scientific and scholarly material, and those libraries are found principally in the Central West and the East, so that the majority of those positions go to the Central West and East; and it is chiefly positions of that kind which have been created in the past four or five years, and it is those that I have had to fill. The majority have been from the Middle States and the North and the East.

Mr. BURLESON. Those required technical training?

Mr. PUTNAM. Yes. Where technical training is not required I try to go to other sections—to the South, for instance.

Mr. BURLESON. You have tried to do it?

Mr. PUTNAM. Yes; but in spite of that, there are only 34 people out of a force of 303 that come from the 11 Southern States, whereas on the basis of population there ought to be 72. We have a National Library here, and in one part of our work we are trying to aid other libraries. Now, we do it in various ways, as you doubtless know, through our publications and our card service and our bibliographic service. In proportion as we can spread the knowledge of our processes we can do good work outside. The State librarian of the University of Texas was from our service, and the State librarian of Virginia was from our service; also several others now operating southern libraries. If we can send them out it aids materially in the efficiency of this general service to the country.

#### DISTRIBUTION OF APPOINTMENTS.

Mr. LIVINGSTON. Out of 34 persons from the 11 Southern States you refer to, what proportion of high salaries do they receive? How do they stand in relation to salaries compared with persons from other localities? In number there ought to be 72 of them. That is all right enough. Now, as to salaries, how do they stand, relating to these reporting from the East?

Mr. PUTNAM. They would be below.

Mr. LIVINGSTON. Quite below?

Mr. PUTNAM. They are below, because without advanced experience we could not appoint them to the higher positions.

Mr. LIVINGSTON. Suppose they are just as apt; they may have been educated in the State universities of the South, and they would be apt to be as efficient as those educated in Harvard or some other northern college. Do you mean that technical training is the touchstone all the way through under your system?

Mr. LITTAUER. What does aptitude mean?

Mr. LIVINGSTON. Apt to perform.

Mr. BURLESON. It requires fitness and ability to do it.

Mr. LIVINGSTON. The first thing in aptitude is ability, mental and physical. Then comes your education, and lastly your training. If you rely upon training alone, a man may not be apt. If he is trained he has gone up from being apt to being trained.

Mr. BRICK. A man may be an able man and still not be an apt or a trained man. He might not be apt if he had not had the training.

Mr. PUTNAM. "Fitness," perhaps, covers a little more. That is also in the law.

Mr. LIVINGSTON. We have been a little particular about this, Mr. Putnam. I think you can see it. There have been complaints from sections of this country that you do not treat the sections fairly. Consequently we wanted to draw that out. No doubt you could see it.

Mr. PUTNAM. Yes.

The latest charge, if you will permit me to say it, that I have had directed against my appointments was that the Library service was being overrun with appointments from the South, and under the influence of my chief clerk, who is supposed to be a Southerner, but, in fact, isn't.

Mr. LITTAUER. Before we go into the matters of detail, you particularly ask—

Mr. BURLESON. Right on that point, you say that complaint has been directed against you?

Mr. PUTNAM. Yes; it is the latest complaint, and it led me to examine into the facts—

Mr. BURLESON. Yes—

Mr. PUTNAM. And I find there was no basis for it.

Mr. LITTAUER. Are the employees of the superintendent of the building appointed under your supervision?

Mr. PUTNAM. No, sir; I have nothing to do with their appointment.

Mr. LITTAUER. The care of the building is utterly independent, and all the appointments made on that force are independent of you?

Mr. PUTNAM. Yes. Now, if you will permit me, just one word. I know you want to go on. It is a matter of very great general interest. I do not know what the ultimate purposes of these questions have been as to how we have been able to operate in these appointments—in the selection of our people—without having the protection of the civil-service system. The evidence is in the qualifications of the people appointed. The list of the 236 people for whose appointments I am responsible, with the qualifications of each—the education, and so on—is set forth in the statement which I have filed with you. I have submitted that statement to the Committee on the Reform of the Civil Service in response to that resolution. There was one question in the resolution that I could not answer within the intent of the resolution—"Upon whose recommendation were these appointments made?"—because we do not appoint "upon recommendation." Our records naturally do not show that we appointed upon some consideration that is not expressed in the law. The qualifications of these people form, as I think, a very remarkable exhibit, and I hope that statement will get into print. Congress has been fair in its intention, and no Congressman has ever urged me to appoint an unfit person to that service.

#### STENOGRAPHERS AND TYPEWRITERS, LIBRARIAN'S OFFICE.

Mr. LITTAUER. Now, as to matters of detail, in the general administration of your own office, you have two stenographers and typewriters, at \$1,000 each. Do you find necessity for two?

Mr. PUTNAM. I am using three all through this period of the season.

Mr. LITTAUER. What work requires so much stenographic employment?

Mr. PUTNAM. Of ordinary letters passing through the office, we have about 30,000 a year from all over the country.

Mr. BRICK. What are they about?

Mr. PUTNAM. More and more we are becoming a sort of bureau of information for people throughout the country, especially on bibliographic subjects. People write to us for bibliographic information, as to whether there is in the library material on certain subjects, or where it may be found. It is bibliographic information that we feel called upon to give. There are about 10,000 of those. That disposes of about a third of our correspondence; and we are in constant

communication with the libraries throughout the country, of course, upon matters of library administration in which we are all interested. There is a correspondence constantly going on in connection with applications, and so on. Then there is miscellaneous correspondence regarding the solicitation of material, and so on. This correspondence, however, is independent of that which goes on in every division of the Library. This is for my office alone.

Mr. TAWNEY. These 30,000 letters pass through your office alone?

Mr. PUTNAM. Yes.

Mr. BRICK. That swells the force, and also makes it necessary to attend to that correspondence?

Mr. PUTNAM. Yes. Many letters are written merely for the transmittal of memoranda compiled in another division of the Library. We may be called upon to say whether a certain map corresponds with some official or historic map that may be mentioned, and we send that inquiry to the map division, and they forward the data from which the answer is prepared. It is a large correspondence.

Mr. LIVINGSTON. Now, let us come down to business on that proposition, Mr. Putnam. Thirty thousand letters a year is 2,500 a month, and 92 letters a day, divided between three stenographers. That would be thirty letters for each one per day. Do you think that is a good day's work?

Mr. PUTNAM. That is part of their work only. I think it would be a very good day's work on letters of more than one page each; but of course they are attending also to the records in my office and to miscellaneous work besides that. One of them has to handle correspondence that comes in relative to remittances for our card distribution. Then they have to index the letter books, and keep the files, and so on. When a Senator writes to us about a transaction and refers to it a year later, he wants us to be able to refer to the correspondence immediately.

Mr. LITTAUER. Where do you get the third stenographer from?

Mr. PUTNAM. The special roll, generally. We have an allowance of \$2,000 a year to be expended in special temporary service.

Mr. LIVINGSTON. What is the chief stenographer's salary?

Mr. PUTNAM. The law provides two stenographers and typewriters, to receive \$1,000 each.

#### DIVISION OF MAIL AND SUPPLY.

Mr. LITTAUER. Your next subdivision here is "Mail and Supply." What does the word "supply" mean? These men have charge of the mails here. Are there any other supplies?

Mr. PUTNAM. That was the original designation. I think it referred to caring for the stationery stock. They take care of the dispatch of mails and of the delivery of books to houses.

Mr. LITTAUER. Delivery service of books to the houses?

Mr. PUTNAM. Yes, sir; we deliver books to Senators, Representatives, and the Departments. This division and the next take care of that.

Mr. LITTAUER. What are the daily duties of the assistant in charge?

Mr. PUTNAM. He gets there early in the morning to look after the first receipt of mail from the post-office, which comes in before 9 o'clock. He opens the mail within a locked inclosure, because our

mail and packages frequently contain money. He does not open the copyright letters, but he opens all the copyright packages, and he does it personally, because very frequently people inclose money with them. He is in charge of handling that part of our package mail which may contain money. There were 213,000 articles which were received for copyright last year. He is in general charge of that division, the service to the post-office, and the delivery to the houses, and the taking in of any material that comes from outside, and that which goes to other libraries.

Mr. LITTAUER. He is a responsible man, and has a force of subordinates at \$900 and others?

Mr. PUTNAM. Yes; they are under him.

Mr. LITTAUER. He has one at \$900, two at \$720, and a boy?

Mr. PUTNAM. Yes.

#### PACKING AND STAMPING DIVISION.

Mr. LITTAUER. The designation of these two paragraphs seems to be somewhat of a misnomer, "Packing and stamping." It is all simply mail?

Mr. PUTNAM. When the articles come in, they stamp them with the date of receipt. That is important in the copyright work. We ship a great deal of material to other libraries. Those designations are correct, but supply means nothing.

Mr. LITTAUER. It is nothing more than the handling of mail? The word "supply" should go out?

Mr. PUTNAM. Yes.

#### ORDER AND PURCHASING DIVISION.

Mr. LITTAUER. Now, when you come to the order or purchasing division, is this the division that purchases not only the supplies, but the books which you are authorized to furnish?

Mr. PUTNAM. This division has nothing to do with the purchase of supplies. It has to do, so far as purchases are concerned, with the purchase of books out of the \$98,000 appropriated for the increase of the Library.

Mr. LITTAUER. That bureau costs the Government \$11,780 for the purchase of \$98,000 worth of material. That seems to be a pretty heavy percentage, and it is the work of thirteen people. Will you describe how they are kept employed?

Mr. PUTNAM. It has to do not merely with purchases, but with all material that comes into the Library proper, from whatever source—for instance, from copyrights, so far as copyright deposits are drawn on by the Library proper. They have to be passed through the order division and entered there and stamped there. Material coming by gift and exchange also passes through it. Everything passes through it directly—

Mr. TAWNEY. What is the actual work incident to the passing through, requiring thirteen men and spending \$98,000?

Mr. PUTNAM. The work begins antecedent to the receipt of the material. We are in correspondence, of course, with the dealers. We have agents in New York and in London and on the continent of Europe. We receive catalogues. I can state the process. It will be

evident from a recital of that what our actual work is. A card comes in to me recommending a certain book for purchase, recommended by one of my advisers on the force, say, Doctor Spofford, who has checked over a secondhand catalogue and thinks this is an item we ought to have. If I approve it for purchase, I initial it and send it to the order division. That book has been looked up in our ordinary catalogues in the reading room. The first duty of the order division, before placing the order, is to make sure no other order has been placed for it, and that it is not likely to come to us by gift or exchange, and that there is nothing to interfere with the placing of the order.

The second duty is to determine to which dealer that order should go, or to which agent, it may be, and whether we shall place the order in New York, or London, or Paris, or Leipzig. The next thing is to place the order. It states the number, and the order is sent in a certain form, and the means of conveyance is stated. Nothing more is to be done with regard to that until the book is received. Then the invoice is checked up and the book received, and the book is collated. It is examined to make sure that all the plates are there.

Mr. TAWNEY. Is that done in the purchase department?

Mr. PUTNAM. Yes; in some libraries also called "receiving department." The division specifies the purpose for which the book has been purchased and indicates that purpose by a memorandum to that effect. The book has to be collated, and if it is a set consisting of a number of volumes, and there are many plates with it, they all have to be compared with the bibliographic description we have of it. If any variations are found, then there is more correspondence to establish this fact with the dealer, and to claim a deduction or the right to return it; and then the invoice is duly checked. Then we have to make for the disbursing office two copies of that upon voucher forms, one original and one duplicate. We always have to do that in the order division.

Mr. LITTAUER. That is routine?

Mr. PUTNAM. Yes; I am speaking of the amount of work involved in it. The voucher comes forward, and the book itself has to receive an entry showing the date of receipt and how it came to us and referring to the voucher in such a way as to enable us to identify it. The book then has to receive a book plate and has to be stamped with a little initial perforated stamp here [indicating] and has to be marked on a certain page that we select, marked with a little rubber stamp. Then the work of that division with it is completed, and the book itself goes forward for classification and cataloguing.

Now, if books were bricks and you could place an order for them at such and such a price for a lot by a classified description, that would be one thing. But the books we are buying are not one in five of them current publications. They are chiefly out-of-print books. They are books often very difficult to get. The editions are to be had only at second-hand shops, and the determination of how the order shall be placed and what is the right price to pay for it and the collation are often very laborious matters, and we have to keep in that division very accurate records that will prevent duplication. They keep such records.

That division also handles all the material that comes up not purchased, but the result of gifts or exchange and from copyrights. It

also carries on the exchange of books with other libraries. Last year we issued 17,000 pieces. That involves additional labor.

#### PURCHASE OF BOOKS.

Mr. TAWNEY. How many books did you purchase last year?

Mr. PUTNAM. We purchased 22,000 printed books and pamphlets.

Mr. LITTAUER. This bureau must have received how many thousands?

Mr. PUTNAM. We added 70,000 books and pamphlets, and we added nearly 60,000 other articles—

Mr. LITTAUER. All of which passed through the hands of this order division?

Mr. PUTNAM. Yes; that is, irrespective of the current numbers of periodicals, of which an aggregate of 400,000 go directly to the periodical division.

Mr. BRICK. Twenty-two thousand. That would be over \$4 apiece?

Mr. PUTNAM. Yes; but you must remember that these are not ordinary books.

Mr. BRICK. Yes. These are ones that cost money?

Mr. PUTNAM. Yes; in many cases sets of periodicals and scientific transactions.

Mr. LITTAUER. I believe for a number of years past you have added the word "chief" to the title "assistant" of this next office. Why did you do that?

Mr. PUTNAM. To distinguish him as having at times administrative responsibilities.

Mr. LITTAUER. Does not the salary itself make that distinction? Our experience here teaches that when we add those titles we usually or often add a salary one or two years afterwards. You were insistent upon it.

Mr. PUTNAM. I have put it here for the sake of uniformity, because it exists in other divisions. There is no other reason, sir.

Mr. BURLESON. It would not involve an increase of salary at all?

#### CATALOGUE AND SHELF DIVISION.

Mr. LITTAUER. Not at this stage in this division. Now, let us follow the course along. "Catalogue and shelf." You have to-day five assistants, at \$1,800. You desire to promote two of these by adding to their salaries \$200 each, and give them specific work in charge of old classifications and reclassification. Now, what is the condition over there as to the old mass of materials?

Mr. PUTNAM. We are half way through our reclassification and about half way through the cataloguing. We have more than turned the crest on both. The most laborious part was the early part, when we were devising the system of classification, and we have now treated some of the most difficult classes.

#### ACCESSIONS BY GIFT, PAPERS AND MANUSCRIPTS.

Mr. TAWNEY. Mr. Librarian, are you receiving the papers and documents that have been collected by the friends and relatives of prominent men in the past and classifying them over in the Library?

Mr. PUTNAM. We have had some gifts of manuscript material—for

instance, the Breckinridge papers, of which a large collection came to us last year. It is very important. It runs back to 1783.

Mr. TAWNEY. Also the Jackson papers?

Mr. PUTNAM. Yes; we have been given the Jackson collection, which is of incalculable value, from the fact that so little relating to Jackson exists elsewhere in manuscript form. We have been given the Van Buren papers and the papers of Chancellor Kent and of Elihu B. Washburne, and various other family collections. Those acquisitions have come to our manuscript division since we have received the great accessions from the State Department—the Washington papers, the Madison papers, the papers of Monroe, and Jefferson, and Franklin, and others. Our classification of them extends only to a chronological arrangement. That is all, because they are handled by specialists, historians.

Mr. TAWNEY. Is that the work here?

#### CLASSIFICATION AND RECLASSIFICATION.

Mr. PUTNAM. No; this has nothing to do with that. This is the classification of printed books and pamphlets. The papers to which Mr. Littauer referred are the collections that came over from the Capitol. They had neither classification nor catalogue.

Mr. LITTAUER. About how many of those are employed here in back work?

Mr. PUTNAM. Forty people are classifying out of a force of 91. In cataloguing it is a little difficult to say how many I employ in back work alone, because when a new book comes in we look back, and it may have earlier editions or relatives in literature, as you might say, and we catalogue those at the same time.

Mr. LIVINGSTON. How near up with the purchases are the cataloguers?

Mr. PUTNAM. They catalogue first the current acquisitions, except as we sidetrack temporarily some material rather difficult and special in nature. Otherwise they are up with the purchases.

Mr. LIVINGSTON. Now, Mr. Librarian, if there would be no more purchases for twelve months would the cataloguers and classifiers get up completely?

Mr. PUTNAM. No, sir.

Mr. LIVINGSTON. How long would it be before they caught up if there were no purchases made?

Mr. PUTNAM. I think they would not catch up until two or three years. The purchases amount to only 22,000 volumes in a year.

Mr. LITTAUER. The new material altogether must amount to nearly 100,000 volumes?

Mr. PUTNAM. Seventy thousand books and pamphlets have been dealt with by that and other divisions during the past year.

Mr. LITTAUER. New acquisitions are handled in the catalogue division?

Mr. PUTNAM. Yes.

#### PRINTING AND BINDING.

Mr. LITTAUER. Now, you ask for an increase of salary for the assistant in charge of binding?

Mr. PUTNAM. I have been asking for that right along, year after year.

Mr. LITTAUER. How much do you spend a year in binding?

Mr. PUTNAM. We spend over \$100,000. That is allotment, you know. The Government Printing Office does the work for us, and that is charged at that amount. That includes the maintenance of our branch bindery and all repair work at the Library, including the mounting of maps and manuscripts.

Mr. LITTAUER. Now, right here, I want to go a little step into a side issue, and that is the amount of money you are spending for binding and rebinding and printing in general. While it is not carried in this bill, I have noticed the sum you are spending now is a very large amount. Of course, the rebinding depends somewhat upon the condition of the materials you have over there. The new binding is practically in connection with new publications, is it not?

Mr. PUTNAM. Oh, yes; new publications. They are periodicals that come in to us in separate numbers, and are made up into volumes; and also continental book publications particularly, which, as is the custom over there, are published in paper, and which we buy in paper and put into covers in our own bindery.

Mr. LITTAUER. Now, I notice that the sundry civil bill has been carrying an item of \$185,000 as an appropriation for the copyright department and for the binding and rebinding and repairing of library books. Can you give me some information as to how such a large sum is expended in that way?

Mr. PUTNAM. Taking the binding first, there were at the time I asked for that appropriation estimated to be over 200,000 volumes in the Library in paper covers. In addition there were some 150,000, at least, of pamphlets, many of which have to have some kind of cover, but most of which we can put into Manila envelopes temporarily. There are many old files, particularly of newspapers, that need rebinding. These are not included in that couple of hundred thousand volumes which never were bound. That is very expensive work.

Mr. LIVINGSTON. Mr. Putnam, excuse me. Where and by whom are these books bound?

Mr. PUTNAM. Chiefly in our branch bindery; now, exclusively.

Mr. LIVINGSTON. Have you ever endeavored to see if you could not get that done much cheaper by contract than you are doing it?

Mr. PUTNAM. I have never entered into an investigation, but I suppose it would be.

Mr. LITTAUER. The law compels you to do this work?

Mr. PUTNAM. The law does not give us the money for this binding. It says simply we may have work done to this amount, and the Government Printing Office does it up to this limit; so that, of course, it is not my responsibility, as it would be if I were given a definite sum to expend.

Mr. TAWNEY. What is the usual cost for these volumes?

Mr. PUTNAM. For binding an average octavo volume the cost at the Government Printing Office would run from \$1.25 to \$2. I should say.

Mr. TAWNEY. For the binding?

Mr. PUTNAM. Yes.

Mr. TAWNEY. What is the character of the binding?

Mr. PUTNAM. That assumes that the binding would be in morocco, as it is called, but it may be American rawhide. For newspaper

files the cost is \$5 a volume. Many, particularly eighteenth century papers, and many of our volumes of nineteenth century papers are in bad condition, owing to the lack of accommodations in the past, and we may have to put \$8 or \$10 in repair work upon them, repairing tattered pages. Of course, 10 per cent is taken immediately out of the allotment for what is called "bookkeeping" down at the Government Printing Office.

Mr. LITTAUER. They charge you 10 per cent?

Mr. PUTNAM. Yes; to every bill there is 10 per cent added for bookkeeping.

Mr. LIVINGSTON. Tell us about that bookkeeping process, if you please.

Mr. PUTNAM. The Public Printer will have to explain that. So far as doing the work itself is concerned, the material and wages, we have not \$185,000 to spend, but that sum less \$18,500. Now, we are in receipt of over 6,000 newspapers and periodicals per year. We do not bind all those. We bind only 150 of these newspapers we are receiving, but the cost of those that we do bind is \$5 a volume.

Mr. LITTAUER. How much of this is expended for binding?

Mr. PUTNAM. One hundred and three thousand dollars last year.

Mr. LITTAUER. So that you have practically about sixty-six odd thousand dollars for printing?

Mr. PUTNAM. Yes; that includes all the printing of our catalogue cards, all the printing of our bibliographic reference lists—

Mr. LITTAUER. And the paper?

Mr. PUTNAM. Yes; it embraces all our printing and publications, including also our catalogue cards for our own use and also the stock that we distribute to other libraries; and of course, being a library and not merely an executive or administrative department, it is only in our bibliographic publications, or largely in them, that we can reach out and render service to other libraries.

Mr. TAWNEY. Have you the knowledge of the cost of similar binding done in like institutions or large corporations—

Mr. BURLESON. Or large libraries in foreign countries?

Mr. PUTNAM. In foreign libraries I have had no experience. I have been librarian in Minneapolis and in Boston. At Minneapolis we did our binding by outside contract; in Boston we had a bindery with eighteen or twenty hands in it.

Mr. LITTAUER. How much more does it cost here than there?

Mr. PUTNAM. I would say at least from 20 to 40 per cent more here.

Mr. LITTAUER. And the reason?

Mr. PUTNAM. I have no knowledge of that, sir.

Mr. LITTAUER. You do not ask why it costs more here?

Mr. PUTNAM. No. I can only state the reasons that are given. Of course the wages here are the highest paid anywhere. Then there are vacations also, and the daily hours of labor are of course the minimum. Those are three explanations.

Mr. LITTAUER. The material can cost but little more here than elsewhere?

Mr. PUTNAM. I think it should cost less, because of the amount of it which they consume.

Mr. LITTAUER. It is entirely a question of wages. The binding costs from 20 to 40 per cent more here than there, and the hours of labor are fewer.

Mr. LIVINGSTON. This material which you use at the Printing Office costs more than they pay for it elsewhere?

Mr. PUTNAM. I should rather put it that we get poorer material for what we pay for here. The Public Printer supplies the people and the printing and the material.

Mr. LITTAUER. Have you any supervision over the employees?

Mr. PUTNAM. No direct supervision. There is a foreman of the branch bindery and a foreman of the branch printing office. The discipline rests with them.

Mr. LITTAUER. You turn the work over to them, and the work is performed there rather than at the general Printing Office, but you have no supervision whatever over this work? You do not know what the conduct of the employees is, except that they only perform a certain amount of work in a day?

Mr. PUTNAM. No, sir; I have nothing to do with that.

Mr. LIVINGSTON. Who is in charge of that bindery?

Mr. PUTNAM. The foreman of the bindery with us is a man named Espey, and the foreman of the branch printing office is a man named Fisher.

#### DIVISION OF BIBLIOGRAPHY.

Mr. LITTAUER. Now, Mr. Librarian, when you come to the next division, that of bibliography, will you explain to us what work goes on there?

Mr. PUTNAM. They do two things in particular. They aid us to answer inquiries as to what literature exists upon a given subject. Those inquiries may be from Senators or Representatives, or from specialists outside, or from other libraries, or anywhere. In the second place they compile lists in anticipation of inquiries, or in anticipation of some question likely to be under discussion. They compile these lists, which we print, and those are sent to every Senator and Representative, and to other libraries. That is a division for a sort of research which can not be carried on by the ordinary service of the reading room.

Mr. LITTAUER. A division of research?

Mr. PUTNAM. I should say their work is rather in the nature of bibliographic research. They are not a laboratory or anything of that sort.

Mr. LITTAUER. Much of the printing that goes out from the Library is formulated in this bureau?

Mr. PUTNAM. Those reference lists are; and we do print catalogues.

#### PUBLICATION OF THE JOURNALS OF THE CONTINENTAL CONGRESS.

Mr. LITTAUER. What I was aiming at is how you determine as to the commencement of a publication or the undertaking of a publication, say, of the Journals of the Continental Congress, for example. Under what authority do you publish such a volume?

Mr. PUTNAM. The original manuscript is in our possession, transferred to us from the Department of State with the papers of the Continental Congress. The Department of State has regularly been in the habit of printing the records in its possession. It has issued bulletins in which it publishes manuscript records which are in its pos-

session that have interest to the student of American history and the publication of which will save wear and tear upon the originals.' One element in this publication was simply a continuing of that responsibility after the transfer to us.

Mr. LITTAUER. Do you think you have got authority for it?

Mr. PUTNAM. You mean upon what authority it rests, sir? No express authority by Congress.

Mr. LITTAUER. What bureau of the Library has compiled it?

Mr. PUTNAM. It is edited by the chief of division of manuscripts, where the original is. The express authority, of course, to issue this has never been given to me. I have never thought of it as being particularly necessary with respect to this publication, because Congress has expressed a desire in past times to see this in print, which desire has never been made effective. I admit immediately, sir, that I have no express authority; but this is a manuscript upon which—

Mr. LITTAUER. You say, in part, in the notice you have sent out with this volume that you save the original manuscripts thereby, but you should have authority to save those manuscripts in this particular way. Then you say that in order to place accurate reproductions of them in institutions where they can be referred to and availed of it is necessary to print them, and thus save the originals from wear and tear. Why is it your business to distribute these very valuable and expensive records, going to the expense here, as you anticipate, of from 14 to 15 volumes? How do you get the authority? We find that various other parts of the governmental machine are going voluntarily into the publication of books. What we want to know is where they get the authority for it. It is very desirable, I know, but—

Mr. PUTNAM. A copy of it has gone to you.

Mr. LITTAUER. Yes, but—

Mr. PUTNAM. I admit immediately that we had no express authority and that this enterprise has been inaugurated under a general principle. Yet I am reluctant to have you assume for a moment that the fact that we have printed this would imply that we should go on annually and print any other manuscripts in our custody. You must bear in mind that these are the records of the Continental Congress, and we felt that, as the Library of Congress, we had the express duty, as to this material, of preserving those precious records.

Mr. LITTAUER. Your duty is to care for them and preserve them, but why publish them?

Mr. PUTNAM. Because it is necessary to publish in order to preserve them. The originals would be absolutely worn out if we permitted them to be used. It is to preserve the originals; and then there is the one consideration which seems to me to be sufficient beyond all others—to multiply copies for research elsewhere. There is not a department of American history in any college that does not need that volume. This is not a case of profuse distribution of an ordinary document for ordinary use.

Mr. LITTAUER. Yes; but this is a set of journals required frequently by ordinary researches, and consequently it would be in great use if you had no copies of it. But there must be others of greater or less demand also in the Library, and if you are going to begin the reproduction of State papers connected with our own history you have a

great work before you and a great expense, and you ought to have express authorization by Congress for it, rather than an initiative of your own. Of course, if we continue this idea of yours, your printing bills, which have already jumped up enormously, will keep on growing enormously in extent.

#### SUPPLY DIVISION.

I see here also, under the head of "Supply division," that you estimate for a chief assistant at \$1,500, in place of an assistant at \$1,200.

Mr. PUTNAM. Yes. I put him for one year as chief of the order division at \$2,000. I told him it was his right to be tested in that position. If he did not succeed at the end of a year he would have to go down to another position. At the end of the year he did go down. I have provision for only \$1,200, whereas his salary prior to his raise was \$1,500.

Mr. LITTAUER. What was he doing then?

Mr. PUTNAM. He was in charge of a little section of three people who were nominally on the catalogue rolls under the administration of my predecessor.

#### DIVISION OF BIBLIOGRAPHY.

Mr. LITTAUER. You also seek to have the salary of the assistant bibliographer increased.

Mr. PUTNAM. There are several divisions in which the salary of the chief assistant is \$1,500. There are others in which it is still left at \$1,200. I asked in all these cases that the salary be made uniform.

Mr. LITTAUER. Is there any special reason in this case why it should be increased?

Mr. PUTNAM. He is a man of long experience and of excellent education and efficiency. He is a man by the name of Slade. He is not my appointee, but he is an excellent man.

Mr. LITTAUER. Is he of the character of man that if Mr. Griffin should step out would be competent to succeed him?

Mr. PUTNAM. I think so; he would succeed him.

#### PUBLICATION OF THE JOURNALS OF THE CONTINENTAL CONGRESS.

Mr. LITTAUER. Is this a new departure with you, to carry out such publications as this [indicating first volume of *Journals of the Continental Congress*]?

Mr. PUTNAM. This is the first one: and in my report to Congress in 1904 it was preceded by a discussion of our obligations, as to what I conceived to be our responsibility to print and the indication of the disposition of Congress toward this particular document. I do not want to intimate that I am confusing matters at all. I understand that does not cover that point, and that there should be express authority. But we did not enter into this lightly or without advising Congress of our intention. On pages 63 to 70, inclusive, of my report of 1904, which preceded any publication of this, I took care then to lay the matter before Congress, and I pointed out two records there which I thought in any other library would naturally be printed at

the expense of the Library, but I expressed the opinion that in this Library particularly it should be printed. This was one, and the other was the records of the Virginia Company, of London.

Mr. LITTAUER. You state there that you are about to begin such publication?

Mr. PUTNAM. Yes. It is on page 70. [Reads:]

The Library is in a position to publish those manuscripts on coming into possession of them. It will begin with those that require it most. The first of these will be the Journals of the Continental Congress.

This is a very special case, and I may say, in addition, that the chief of that division is Mr. Worthington C. Ford, the most competent man, all historians would say, to edit these. For twenty years he had been accumulating data for this edition. He was doing it privately. We get all his data thrown in for nothing, and we get his expert service for nothing, and we pay him nothing for the editing. All we have to do is to print. We printed only 2,000 copies, of which 1,000 copies are to be free, and the other thousand sold.

Mr. LITTAUER. Before you printed it did you come to Congress asking the right to print, or did you infer that you had that right already?

Mr. PUTNAM. I thought I had given notice of the intention, and no objection was raised. I do not mean that is a proper way of procedure in general, but this case was, in my mind, a special one, and I do rest considerably on the general practice of libraries; but it accounts for very little of our expenditure for printing.

#### READING ROOM.

Mr. LITTAUER. Now, when you come to "Reading room," you have a superintendent of reading room, \$3,000, and two assistants, at \$1,500, and four assistants, at \$1,200. Are not those rather high salaries for attendants on reading rooms?

Mr. PUTNAM. If their sole duty were to hand out books off the shelf or merely hand over the desk the books called for, it would be, but that part of the work takes up but little of their time and intelligence. People come and ask them what we can furnish them on this or that subject. If it is an elaborate matter even they can not furnish it, and it goes to Mr. Griffin.

Mr. LITTAUER. Who is the superintendent of the reading room?

Mr. PUTNAM. Mr. David Hutcheson, an old employee of the Library. The service is not a bit too elaborate there in its qualifications.

Mr. LITTAUER. I notice further on that you have two watchmen. What kind of watchmen have you in connection with the reading room? Are they on police duty?

Mr. PUTNAM. Yes. The attendants at the desk are pretty busy in supplying books upon orders. Sometimes a man may come in and try to cut out a plate or mutilate a book. These two watchmen have to serve from 9 o'clock in the morning to 10 o'clock at night. There is only one on duty at a time, and they have to have an eye on the people to see that they are using the books properly.

#### PERIODICAL DIVISION.

Mr. LITTAUER. In the periodical division you ask for one increase of force, a stenographer and typewriter.

Mr. PUTNAM. That is a repetition, sir, of a request I made last year, and I think the year before. It came from the great increase of our exchanges with other libraries, especially in periodicals. We send them our excess volumes, and they send us copies to fill our sets. Then we also have to write to the publishers to fill out sets, and that correspondence is very considerable.

Mr. LITTAUER. How is it carried on now?

Mr. PUTNAM. Simply by assigning one of the assistants at \$900, who is badly needed for the ordinary service of the periodical reading room. This was not a kind of service that was in existence when the division was established—I mean this exchange of material. It runs to fifteen or sixteen thousand numbers a year. It is to get material that costs us nothing in any way except the service in getting it.

#### DIVISION OF DOCUMENTS.

Mr. LITTAUER. What particular reason is there in the bureau of documents that the assistant there should be increased from \$1,200 to \$1,500? Is that to put them all on one basis?

Mr. PUTNAM. Yes; but also a basis that considers their qualifications and the demands of the work. That division is handling all the official documents of all countries which come to us through the international exchanges, and those people there have to be exceedingly good linguists. Among others, this chief assistant is a college-bred man, and has been an instructor in political science in Trinity College, Hartford. He has been with us for six or seven years, and he handles the foreign languages.

Mr. LITTAUER. I suppose similar reasons would apply also to the assistant on maps and charts?

Mr. PUTNAM. Yes, sir; these are principally the residue of my earliest requests in the plan of organization. In the case of the Smithsonian deposit there is a special reason. The Smithsonian deposit is the library of the Smithsonian, which is on deposit with us, but it comes to the Smithsonian through its exchanges. Those exchanges are conducted at the Smithsonian, and the so-called "custodian" here has his office there. He is not with us at all.

Mr. LITTAUER. What does the custodian do?

Mr. PUTNAM. He gets the material. That is the important thing. He has charge of the origin of the collection and conducts the correspondence with institutions all over the world. This other man with us who is getting only \$1,200 has been in the Government service for twenty years. He was librarian of the Coast Survey and has been at the Naval Observatory. He is a veteran in the Government service, and is very competent in his position. Twelve hundred dollars is a pretty meager salary for the custodianship of a collection of 100,000 volumes very special in character.

Mr. LITTAUER. Is this Smithsonian deposit increasing?

Mr. PUTNAM. Yes, sir. It is only the publications of learned societies all over the world. It is the most important collection of scientific serials, probably, in any library, and is one of the groups in which we are distinctive and above any other library, and through it we can, best of all, aid scholars in this country. We lend volumes to an investigator—at the Texas University, for instance, or Berkeley, or what not.

## PUBLIC DOCUMENTS.

**Mr. LITTAUER.** This Smithsonian deposit, then, takes in the documents from learned societies. How do you handle our own documents? For instance, the ordinary documents that come to Congress and that come from the Public Printing Office; do you handle them at all?

**Mr. PUTNAM.** We have placed at our disposal, for our own use and international exchange, not exceeding 100 sets of all documents printed by order of Congress or at the expense of Congress, whether at the Government Printing Office or outside.

**Mr. LITTAUER.** Do you use them?

**Mr. PUTNAM.** We use two sets for ourselves, and the rest enter into this international exchange, giving to us the official documents from foreign countries. The division of documents handles all the Federal publications that we handle as a library. Then it handles the material that goes out in international exchange; that is to say, it forwards it to the Smithsonian, where it is actually shipped. Then it handles all the State and municipal documents.

**Mr. LITTAUER.** You turn our documents over to the Smithsonian?

**Mr. PUTNAM.** We are only turning over 60 sets, because we have not augmented the list up to 100. We certify to the Public Printer 60 sets to be turned over to the Smithsonian to be used in international exchanges.

**Mr. LITTAUER.** Does that exchange bring you back matters of value?

**Mr. PUTNAM.** Yes, sir; not equivalent in volumes, but we would not be able to acquire the matter in any other way, and they are of great value. Each year 5,000 or 6,000 volumes come in through the exchange.

**Mr. LITTAUER.** You have an accumulation of documents similar to what we have in the document room?

**Mr. PUTNAM.** Yes, sir; but we do not accumulate copies.

**Mr. LITTAUER.** You have two copies?

**Mr. PUTNAM.** Yes, sir.

**Mr. LITTAUER.** Do you bind them?

**Mr. PUTNAM.** They are bound already as a rule. Of course anything that comes to us in paper we bind, but it is the sheep-bound sets that come to us.

**Mr. LITTAUER.** That is evidently a duplication of what the superintendent of documents has?

**Mr. PUTNAM.** The superintendent of documents has a library which he uses for a particular purpose, and he has one copy of every Federal document that he can secure.

**Mr. LITTAUER.** Then we have this accumulation of documents over at the Library besides what is floated around by Congress?

**Mr. PUTNAM.** Yes, sir; three copies, or five copies if you add the Senate library and the House library. Five copies is a very small number for the use of investigators and to be used in cataloguing. You have here in the cellar 16 or 20 or 40 copies of many documents for distribution to individual Members or Senators. That is a different matter. For the direct uses I should not think that five copies were too many. We have to have five sets of many other publications that are constantly in demand.

## CONGRESSIONAL REFERENCE LIBRARY.

Mr. LITTAUER. We come now to the Congressional reference library. These employees are all right here on the floor of the House?

Mr. PUTNAM. There are three employees in charge of our station here, and I assigned three in charge of the Congressional reading rooms at the Library.

Mr. LITTAUER. Out of the force?

Mr. PUTNAM. Yes, sir. Congress has never provided me the space for the Congressional reference library that I think you ought to have here. It should be an outpost of the main Library and contain a small collection, say 30,000 volumes, of reference books and catalogues, with the best experts in charge of it.

## LAW LIBRARY.

Mr. LITTAUER. What character of a law library have you?

Mr. PUTNAM. We have a library of considerable size, something over 100,000 volumes. It is the library of the Supreme Court of the United States. It is here at the Capitol theoretically and in part practically. In fact, we have had to remove to the main building all the foreign law and all the common law beyond 30,000 volumes, which fill the present room.

Mr. LITTAUER. Do you buy the yearly reports of the various courts?

Mr. PUTNAM. We get by copyright two copies of the reports of the highest courts of the States.

Mr. LITTAUER. What do you do—keep them both?

Mr. PUTNAM. They are on file.

Mr. LITTAUER. Where—in the Library or here?

Mr. PUTNAM. We keep one at the main Library and the other comes over here. We have asked for additional copies from most States, and we have gotten them in all cases except Florida. We get these three copies without cost to us.

Mr. LITTAUER. This is a duplication of what I believe the Department of Justice must have in their library.

Mr. PUTNAM. There is a law library in the Department of Justice, and, of course, a great deal of the material is a duplication of ours.

Mr. LITTAUER. They have been coming to us for a deficiency, saying that they did not have money enough to buy these very books which you seem to get enough copies of. Does the Supreme Court use this one copy here?

Mr. PUTNAM. The Supreme Court and the bar and occasionally a Senator or Representative, and for one reason or another we use three copies at times. Of course at times all three copies will lie on the shelves.

Mr. LITTAUER. Are the law books secured through purchase or by exchange?

Mr. PUTNAM. They are purchased. As far as the reports are concerned, we have to pay a very high price for them. We can not, with \$3,000 a year, build up a great law library, but we feel perfectly free to buy, out of the general appropriation for increase, and put into the general collection literature on general jurisprudence.

## COPYRIGHT OFFICE.

Mr. LITTAUER. The copyright office stands by itself. It has an income and the income always exceeds the expenditures?

Mr. PUTNAM. Yes, sir.

Mr. BRICK. It exceeds the expenditures by how much?

Mr. PUTNAM. Two thousand four hundred dollars last year; not very much, but something.

Mr. LITTAUER. "Arrears, special service," what does that mean?

Mr. PUTNAM. When the copyright office moved over from here there was an accumulation of copyright deposits that had never been credited to the copyright proprietors nor indexed in any way. There was a large heap when I took office; there were tons of them on the floors. It was a very laborious task to sift them out and arrange them according to years and then credit them to the proprietors. They are now being arranged.

Mr. LITTAUER. This service will have to be continued for a number of years?

Mr. PUTNAM. For several years.

## CARD INDEXES.

Mr. LITTAUER. This is the third year of your distribution of card indexes?

Mr. PUTNAM. The fourth year.

Mr. LITTAUER. Is the demand for it increasing?

Mr. PUTNAM. Yes, sir; it seems to be increasing.

Mr. LITTAUER. What has been the income?

Mr. PUTNAM. The net income this past year was \$15,500, the amount actually covered in.

Mr. LITTAUER. That is the amount paid for cards?

Mr. PUTNAM. The amount actually covered into the Treasury. The advance deposits, the total amount placed in our hands, has been \$17,000.

Mr. LITTAUER. You ask here for an increased estimate of \$3,000, evidently to cover freight charges, expressage, and traveling expenses?

Mr. PUTNAM. That was not for this additional item. The increase was for services. It seems to me that any allotment for this work should cover these expenses which might otherwise have to be paid out of the contingent fund.

Mr. LITTAUER. Is this one of the places where you transfer a good many people from?

Mr. PUTNAM. No, sir. We get some aid from the Government Printing Office in handling the stock, charged directly to our branch printing, but for the actual conduct of that division \$7,800 is all we are paying this year.

Mr. LITTAUER. This is a lump-sum item?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. What salaries do you pay?

Mr. PUTNAM. We pay the assistant in charge, who has organized the whole work and is responsible for the conduct of it, \$2,000.

Mr. LITTAUER. Why do you not estimate for him specifically?

Mr. PUTNAM. I can perfectly well do that if it is desired. It is

not economical in one way. It would be for part of the roll, but it would not be for part of the work. The work varies in different parts of the year. Sometimes we require two or three more people and sometimes we can drop a few. The demand varies. If, therefore, we are free to take on people and drop them out without losing the benefit of the money, without having it covered into the Treasury, it is economical. The second economy is that with a lump sum I have been able to start people at very small salaries—\$360 and \$480—and let them develop gradually, and for the time only pay them what it is absolutely necessary to pay, whereas if they were permanently employed the difficulty of securing an increase from Congress would force me to ask for higher salaries to start with.

Mr. LITTAUER. What is the average number employed?

Mr. PUTNAM. Ten. I have the roll here. Assistant in charge, \$2,000; one at \$1,200 and one at \$1,020.

Mr. LITTAUER. They are permanent?

Mr. PUTNAM. Yes, sir; except the first three, these people are paid at salaries too small for the work they are doing and smaller than I should have to recommend to you if I had a fixed roll. There are: One at \$660, three at \$600, one at \$540, one at \$480, and one at \$360.

Mr. LITTAUER. The increase asked for is for salaries or force?

Mr. PUTNAM. Force, primarily, but I fully expect that all of these people, with the exception of the first three, would have an advance at the rate of \$10 a month a year. Under the liberty you are giving me I am able to do that, and in the meantime we are getting them pretty cheaply.

Mr. LITTAUER. What would you figure as the amount required for freight charges, expressage, and traveling expenses?

Mr. PUTNAM. That might be between \$300 and \$400. We send out indexes to our stock, on which we pay the charges one way. The other library pays the charges the other way. Take a library having a collection of 60,000 volumes; to determine the cards we have printed, which would be of interest, we send out in a metal case a copy of every card that would likely interest that library. Then they go over the cards and send in the orders. My idea was this, that just freight charges and other expenses incidental to the acquisition of books are charged to the appropriation for "increase of the library," so these expenses incidental to this business should be chargeable to this fund and not be made an additional charge upon my contingent fund.

#### TEMPORARY SERVICES.

Mr. LITTAUER. The next item is "temporary services, \$2,000." Do you use all the appropriation?

Mr. PUTNAM. Yes, sir. Sometimes in the summer I am able to save several hundred dollars, but we use it all before the year is over.

#### CARD INDEXES.

Mr. LIVINGSTON. I understand, Mr. Putnam, that these cards are distributed to other libraries at our expense?

Mr. PUTNAM. These are charges where we send out to them a box containing the indexes to our card stock, and we agree to pay the freight one way if they will pay it the other way.

Mr. LITTAUER. How many indexes are there?

Mr. PUTNAM. One complete index will now consist of perhaps 175,000 cards. Then a library may be interested in American history or history and we have special indexes for those subjects and special groups.

Mr. LITTAUER. How many?

Mr. PUTNAM. There will be a dozen such groups.

Mr. LITTAUER. Why not make a provision here for \$300 or \$500 for that purpose at the very outset, so as not to have any confusion?

Mr. PUTNAM. That would suit me entirely.

Mr. LITTAUER. That would be for freight charges and expressage. How much do you pay for traveling expenses?

Mr. PUTNAM. The assistant in charge of that division every once in a while, when the Library has a special problem or where our method in printing the cards has to be explained, visits a library or attends a meeting of a library association. There is hardly a conference of libraries in the country in which our system of distribution is not discussed, and it needs explanation.

Mr. LITTAUER. Do they request your presence?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. Why do they not pay the expenses?

Mr. PUTNAM. The library associations have not the money; also it is a part of the business. It promotes the business. It is a part of one of the most essential services we do for the country.

Mr. LIVINGSTON. Why can not you send out the cards to the libraries C. O. D. and let them pay the charges?

Mr. PUTNAM. We only pay the freight charges one way.

Mr. LITTAUER. That is on the indexes, not on the cards?

Mr. PUTNAM. We frank the cards. They go in small envelopes as publications.

Mr. LITTAUER. To how many libraries do you furnish the card index?

Mr. PUTNAM. There are 700 libraries.

Mr. LITTAUER. Using your cards?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. Does the Carnegie Library in Washington use them?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. Exclusively?

Mr. PUTNAM. No library can use them exclusively. It uses them for all the books they cover. Any one library may have books not indexed by us.

#### SUNDAY OPENING.

Mr. LITTAUER. Now we will take up the Sunday opening. How is that force selected, in the first place?

Mr. PUTNAM. The employees are at liberty to apply for permission to work on Sundays.

Mr. LITTAUER. It is extra work?

Mr. PUTNAM. It is extra work in so far as it is done by employees on the week-day roll. A part of them are on that roll.

Mr. LITTAUER. A part of them are not excused from the ordinary work they have to do during the week?

Mr. PUTNAM. No, sir.

Mr. LITTAUER. Is that uniformly so?

Mr. PUTNAM. Yes, sir; they are not allowed to work on Sunday without a certificate from the chief of their division that their week-day work will not suffer in any way from it. Then, as a rule, they are not permitted to work on successive Sundays.

Mr. LITTAUER. How does the pay compare with their other work?

Mr. PUTNAM. It is so much per hour, based upon the position they occupy on Sundays, for the equivalent work during the week.

Mr. LIVINGSTON. Does this \$10,000 always come out even?

Mr. PUTNAM. We generally turn in a little at the end of the year. It varies with the pressure on the Library. It is not, of course, available after the expiration of the year.

#### INDEX TO COMPARATIVE LEGISLATION.

Mr. LITTAUER. Your submission of an item for an index to comparative legislation is the same we had before us last year?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. Have you any new arguments in its favor?

Mr. PUTNAM. No, sir. There is an extended interest in it among the people who would use it.

Mr. LITTAUER. The material is practically here already?

Mr. PUTNAM. The material is being accumulated by us. There is no need of any action by this committee or by Congress to accumulate the material. It is the indexing itself.

#### PURCHASE OF BOOKS.

Mr. LITTAUER. We next come to the item of purchase of books, for which you ask for the law library, the Supreme Court library, and the periodicals, \$99,500. Those books are bought from your office here?

Mr. PUTNAM. They are all ordered from the office here.

Mr. LITTAUER. You have agents to report to the office here the desirable books to purchase?

Mr. PUTNAM. Our agents themselves send in to us what they call "suggestions for purchases," submitting titles, but the larger part of our purchases are selections made either from second-hand catalogues of American dealers or foreign dealers or on recommendations that come up to me from the superintendent of the reading room or one of his people.

Mr. LITTAUER. They are also bought at auction?

Mr. PUTNAM. Yes, sir; there is an auction almost every day at this season of the year.

Mr. LITTAUER. How much do you pay out for commissions, freight, and traveling expenses?

Mr. PUTNAM. For commissions, generally 5 per cent. Our foreign agent in London, Mr. Allen, charges us 5 per cent, billing us the books at the actual cost to himself. In some cases where there is more than clerical service, packing, and attending to the consular invoice, we have to pay sometimes as high as 10 per cent. The traveling expenses chargeable to this fund were last year \$825.61. We should send a man abroad every year. We do not always do it.

Mr. LITTAUER. The individual whom you send abroad would receive a salary from some other fund?

Mr. PUTNAM. He would receive a salary if he was on the pay roll. I am assuming he is on the force.

Mr. LITTAUER. One man?

Mr. PUTNAM. Yes, sir. Doctor Spofford went abroad year before last and Mr. Phillips went abroad last year. The books we are buying are not the ordinary commercial products to be found in any shop. These are books carried by secondhand dealers, any one of whom may have a stock of 100,000 volumes. They catalogue only a part of them, and then they wait until somebody comes along to buy them. First, we have to make them understand that we are in the market, and get them to send us all the catalogues; and then we suffer from the fact that some other library or its representative gets upon the premises first and picks them up. We ought to send a man abroad every year. We do, perhaps, the alternate years.

I submit the necessity of a proviso under this item, if you will permit me to submit it. All subscriptions to periodicals have to be paid for in advance. That is the usage of the trade, but the Comptroller has just ruled that in the absence of a special provision excepting us from the operation of the Revised Statutes, which prescribe that goods shall be delivered before payment is made, we can not pay for them in advance. The same difficulty was experienced by the Department of Agriculture in its library, and in the last agricultural appropriation act there was this proviso:

*Provided*, That section thirty-six hundred and forty-eight of the Revised Statutes shall not apply to the subscriptions for publications for the Department of Agriculture, and the Secretary of Agriculture is hereby authorized to pay in advance for any publications for the use of this Department.

We very much need a similar provision, and the disbursing officer suggested it, and I have submitted it in a communication.

Mr. LITTAUER. In practice, have you ever found a publisher to refuse to accept your subscription because it was not paid in advance?

Mr. PUTNAM. It is the universal practice with periodicals. I suppose it is conceivable that we could get a New York agent or importer to furnish the periodicals and wait until the end of the year for the deferred payments, but we would pay so much for the deferred payments.

Mr. LITTAUER. You do not make these subscriptions direct with the publishers?

Mr. PUTNAM. No; we get better rates by placing them in the hands of some importer. It is the universal practice, and we get the best rates. We get special rates by concentrating our lists with one or two dealers. They have to pay in advance, and if we do not pay promptly they charge it up to us.

#### CONTINGENT AND MISCELLANEOUS EXPENSES.

Mr. LITTAUER. Have you found it practicable to apportion the contingent and miscellaneous expenses?

Mr. PUTNAM. I have never asked for a deficiency in any of my appropriations. The instructions were to make an apportionment so as to prevent a deficiency. That does not mean that we assign a

uniform fraction of the appropriation to each month, because we have to buy our stationery and make other large purchases at the beginning of the year. We do prevent a deficiency.

Mr. LITTAUER. The law did not contemplate any exact apportionment.

#### ADDITIONAL BOOK STACK.

In connection with the stack that is proposed, is there a necessity for it?

Mr. PUTNAM. Our Library, more than any other Library, has material distinctive in form and material that can not be accommodated on such shelving as is ordinarily provided for books. Maps, manuscripts, and prints are three classes of such material. Now, gradually, since the building was opened and occupied special accommodation has been provided for some of these groups, and you have appropriated about \$40,000 a year for that purpose. There are two groups that particularly will need special accommodations, one very shortly and one now pressingly. The first is official documents and the second is newspapers. The building when we occupied it had three main stacks, which would accommodate 1,500,000 volumes. On July 1 last we had 1,344,000 printed documents and pamphlets. The maps, manuscripts, and music are housed not in those stacks, but in shelving specially constructed for them in the ordinary long rooms. All that equipment, including a three-tier shelving in one case and double-tier cases in another, has been provided for out of this \$40,000 a year. Now, we have nearly 30,000 volumes of bound newspapers—material of inestimable importance—that is in use and which is one of the most important groups we have. These newspapers vary in size, of course, and some of the old files are in very shaky condition. The files can not well be accommodated in the shelving of the ordinary type, such as we have in the main stacks. Moreover, the three main stacks are now needed for the ordinary books and pamphlets as classified with just a slight margin necessary for the increase of the several classes.

These newspapers have been forced down in the cellar, where they are now. They are partly on roughly constructed wood shelving and partly on the floor.

Mr. LITTAUER. That is a safe place which they now occupy?

Mr. PUTNAM. But they are suffering deterioration which you can not figure, but which is certainly substantial, from excessive heat. That place was not intended for material, and of course the steam pipes and hot-water pipes run along there and there is occasional leakage. Every time volumes are called for they have to be brought up to the reading room by the elevators and a circuitous route. This strains them more or less. There is an apparent urgent necessity that we should have some special shelving for them.

Mr. LITTAUER. If you did not have this stack, what would you do?

Mr. PUTNAM. I think we should have to segregate the major portion probably from use and put it up in an attic room where it would be accessible.

Mr. BRICK. You would put them there until you did get a stack?

Mr. PUTNAM. That is the way, I take it.

Mr. LITTAUER. From a library standpoint, you do think this is important?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. And you have reached your limit in stacking them that way and you can not get at them?

Mr. PUTNAM. Yes, sir.

NEWSPAPER FILES.

Mr. TAWNEY. By what rule do you determine the papers you will preserve?

Mr. PUTNAM. The library in 1870 adopted a policy of preserving two leading papers from every State in the Union of different political complexion, if possible. That was the theory.

Mr. LIVINGSTON. How do you manage that down South?

Mr. PUTNAM. That was theoretical. That rule resulted in certain files which we of course had to give consideration to. In addition we have added from the metropolitan dailies—more papers from New York and Chicago and more from all the important cities, New Orleans, San Francisco, and St. Louis. Then we added a few foreign ones. You asked about the criteria of selection?

Mr. TAWNEY. Yes, sir; what is the criterion at the present time?

Mr. PUTNAM. This is only the theory upon which we make the selections. The propriety of a particular selection would still be a question of judgment. The theory is to try to preserve the files which will record current events and depict the current comments on the current events, with considerable statistics, too, so as to form a financial, industrial, and commercial chronicle of the times.

Mr. LITTAUER. Who passes upon it?

Mr. PUTNAM. I do.

Mr. TAWNEY. So far as the comments of the day are concerned, in all the metropolitan press it is practically a duplication? It is sent out by the Associated Press and appears in exactly identical language in all papers?

Mr. PUTNAM. Yes, sir.

Mr. TAWNEY. That obtains in national affairs and international affairs. So far as local matters or State interests are concerned, is it necessary to have more than two papers from each State for that purpose?

Mr. PUTNAM. No, sir.

Mr. TAWNEY. Why is it necessary to have all the metropolitan papers of New York and Chicago and the large cities preserved in the Library?

Mr. PUTNAM. We do not have all of them. We get the New York Tribune, as a matter of course, for one reason—that it is indexed, as is the London Times, and, so far as news is concerned, for later reference the Tribune will be the chief file; but then, certainly during every successive campaign, the point of view of the Sun, the World, and Herald, and other papers is important. So in the case of New York or Philadelphia or Chicago or one or two other places we get for each the minimum necessary for the comments, and they are bound for certain periods. We preserve a few for a year. We preserve others for five years, over a succeeding Presidential campaign, and after that campaign is over we destroy them. Twenty to forty volumes of newspapers are in use in the reading room at any one time. The selection to bind is difficult, and it is changing. A paper is important

in one era, and it ceases to be important in another. I had in charge of this division an old newspaper man, and he drew up the list.

Mr. LITTAUER. How many volumes of newspapers did you accumulate in the last year?

Mr. PUTNAM. For this particular purpose, less than 1,000—about 700.

Mr. LITTAUER. How many years would this new stack last with this immense newspaper accumulation?

Mr. PUTNAM. I think it would last fifteen or twenty years. The British Museum has had to meet a like situation. It had \$9,000,000 invested in its buildings and lands, and within three years it has spent a million dollars in buying land and putting up a building for documents and bound newspapers.

Mr. LITTAUER. But it still continues the accumulation of newspapers?

Mr. PUTNAM. Yes, sir. There was a suggestion that they should distribute the files among the local libraries, but the whole British nation objected, and they said that they would not let the suggestion be entertained for a moment. So Parliament appropriated a million dollars—no, \$750,000, the other \$250,000 was a gift necessary for the purchase of the land and the construction of buildings for this purpose.

Mr. LITTAUER. If this stack were constructed, then you would remove the books which are now accumulated in the cellar?

Mr. PUTNAM. Yes, sir.

Mr. LITTAUER. And you say that there would be space for about fifteen years' accumulation?

Mr. PUTNAM. Yes, sir. I say fifteen or twenty years. That is the idea upon which the stack has been designed.

Mr. TAWNEY. I would like to ask you whether, in your judgment, your selection is not more general and universal than is absolutely necessary to preserve the information in reference to current events in the States or the Union?

Mr. PUTNAM. My theory has been on the other side—that is, it has been too limited and too restricted. The use comes from different sources. Men will come to look up a matter of local history and get a certain paper. A man will come and look up about some litigation or look for an advertisement. That is another.

Mr. TAWNEY. Do you think it is the purpose of the Government to provide all these avenues of specific information for only a limited number of citizens?

Mr. PUTNAM. That is true, of course, of a particular inquiry, but, at the same time, taking the interests in the aggregate they represent the interests of the whole community. That is the theory.

Mr. TAWNEY. Do you not think that the primary object, after all, of the preservation of these papers is to preserve the current historical facts that would be of interest to the people rather than specializing any particular one?

Mr. PUTNAM. We have proceeded upon the theory that we should have this collection the best we can make it. In the first place, what happens to-day, and in the second, what are the current political comments upon it; that is only one part of the service, but also to record a certain amount of data that appear in papers in subsidiary

form, having no value on the day they are issued, but which may have very considerable interest later on.

**Mr. BRICK.** How do your selections compare with the other great libraries of Paris and the British Museum?

**Mr. PUTNAM.** Where we have 150 papers the British Museum will have at least 1,000.

**Mr. TAWNEY.** Do you also take into consideration the fact that every State library is preserving all the papers of the State?

**Mr. PUTNAM.** Some of them preserve the papers of the State.

**Mr. TAWNEY.** I understood they preserved them all?

**Mr. PUTNAM.** Some of the State libraries are merely law libraries. We urge upon them to do it, but two copies in many instances of the most important papers are none too many.

**Mr. TAWNEY.** Do you keep two files of each paper?

**Mr. PUTNAM.** No, sir. One we maintain and the State library maintains the other.

**Mr. BRICK.** About this stack; it closes up an air space to quite a degree, does it not?

**Mr. PUTNAM.** Yes, sir.

**Mr. BRICK.** Was this air space intended in the original construction of the building to be used in the extension of the building?

**Mr. PUTNAM.** Here [exhibiting] is the original plan of these court-yards of the building as drafted by Smithmeyer & Pelz. It shows all the courtyard space, with the exception of narrow wells, to be covered by stacks. This is the plan that General Casey had when he reported to Congress his final decision, and he said that "when we fill up the courtyard, we will construct these three stacks and then, in the course of time, when more space is necessary, a low pyramidal structure can be constructed in the yard." I do not know what that word "pyramidal" means unless it is a tapering structure.

**Mr. BRICK.** Could this stack, if you ever moved and had to have a separate building, be used for the regular books?

**Mr. PUTNAM.** The shelving would be especially for newspapers, but it could be accommodated, no doubt, to another use.

**Mr. BRICK.** Could this stack itself be converted into an available book stack without building a new building?

**Mr. PUTNAM.** I think Mr. Green might readily answer the question whether this stack could be available anywhere. It is simply a steel frame covered with brick.

I have here the statement of employees in the Library 65 years of age and over, as requested by the committee.

**Mr. LITTAUER.** Just please hand it to the stenographer.

The statement referred to by Mr. Putnam follows:

*Library of Congress—Employees 65 years of age and over.*

Beckett, William, District of Columbia. Year of birth, 1833. Entered service 1897, doorkeeper, \$720. Present position, doorkeeper, \$720.

Crisfield, Arthur, Maryland. Year of birth, 1839. Entered service 1885, cataloguer, \$1,200. Present position, chief application division, copyright office, \$2,000.

Dorsey, Katherine C., California. Year of birth, 1838. Entered service 1900, assistant, \$540. Present position, assistant, \$720.

Grady, C. Powell, Minnesota. Year of birth, 1840. Entered service 1897, clerk, copyright office, \$1,200. Present position, cash-entry clerk, copyright office, \$1,400.

Howard, James Q. Year of birth, 1836. Entered service 1894, clerk, copyright office, \$900. Present position, custodian Congressional reference library, \$1,500.

Putnam, Thomas J., Massachusetts. Year of birth, 1839. Entered service 1865, assistant, \$600. Present position, first assistant deposit division, copyright office, \$1,600.

Solyom, Louis C., New York. Year of birth, 1836. Entered service 1868, assistant, \$1,200. Present position, assistant in charge of old classification, \$1,800.

Spofford, Alsworth R., Ohio. Year of birth, 1825. Entered service 1861, assistant, \$1,800. Present position, chief assistant librarian, \$4,000.

Wilkinson, J. F. N., District of Columbia. Year of birth, 1831. Entered service 1857, laborer, law library, \$1.25 per diem. Present position, assistant, law library, \$1,400.

Fred Fowler, watchman at reading-room door, gives year of birth 1845. Is probably older.

V. C. Thompson, clerk, copyright office, stated in 1899, "Am 55 years of age." If she were no older this would make year of birth 1844. Perhaps the date is earlier than 1844.

ALLEN R. BOYD, *Chief Clerk.*

FEBRUARY 8, 1906.

JANUARY 22, 1906.

Mr. CHAIRMAN: Certain material currently purchased by the Library has to be paid for by advanced subscription. This is particularly true of current periodicals, but also of a certain class of books. Heretofore these exceptional cases have been dealt with without objection upon an explanation of the trade usage which necessitates them. In a recent decision, however, the Comptroller has held that such advanced payments must be specifically authorized by law, or they would come within the prohibition of section 3648 of the Revised Statutes. In the last agricultural appropriation act (March 3, 1905) specific authorization was given to the Department of Agriculture in the following terms:

*"Provided.* That section 3648 of the Revised Statutes shall not apply to the subscriptions for publications for the Department of Agriculture, and the Secretary of Agriculture is authorized to pay in advance for any publications for the use of this Department."

A similar provision is still more necessary in the case of the Library of Congress, whose much larger volume of purchases includes a still larger number of necessary advanced subscriptions. Upon the suggestion of the disbursing office, I therefore request that in the estimate of appropriations for the fiscal year 1907, page 18, under the heading "Increase of Library of Congress," the following be inserted:

*"Provided,* That section 3648 of the Revised Statutes shall not apply to the subscriptions for publications for the Library of Congress, and payment in advance is authorized for any publications for the use of the Library."

Very respectfully,

HERBERT PUTNAM,  
*Librarian of Congress.*

CHAIRMAN SUBCOMMITTEE ON LEGISLATIVE BILL.  
*House of Representatives.*

FEBRUARY 9, 1906.

Mr. CHAIRMAN: The question of appointments in the Library raised at yesterday's hearing touches not merely the efficiency of the Library, but the honor of Congress, for by the act of February 19, 1897, Congress intended to take the Library out of the field of patronage. A belief that individual Congressmen have defeated this intention would be a serious imputation upon Congress itself.

They haven't. No Congressman has prevented my selection of people both "apt" and "fit" for our service. The evidence is in the statement showing the qualifications of each of the 236 present employees appointed by me. I offered this statement at the hearing, but it is, I suppose, too long to print. If so, I desire particularly to be printed as part of my testimony my letter left with the statement yesterday (of January 31) transmitting it to the Committee on

Reform in the Civil Service, and also a note (copy appended) of January 29, which proffered to that committee all the information which our files can furnish in answer to Mr. Cousins's resolution (H. Res. 195).

Of the 288 appointments, the files of 167 show not even a letter of commendation or recommendation from a Senator or Representative. In the case of the remaining 69 there are one or more letters on file. What these amounted to, how far they influenced, or were intended to influence the appointment itself can be judged only by examining the letters themselves and comparing the qualifications of these 69 people as set down in the statement. The files are at the service of your committee, or any committee, or any individual member. If you wish the names of the Congressmen attached to the letters they can be drawn off and sent you. Such a bare list of names would, of course, signify little. But your possession of it might lay certain, at least, of the extraordinary rumors that prevail—e. g., (1) that all the appointments are from the South; (2) that all of them are from the North; (3) that most of them are from Massachusetts; (4) that most of them are "chargeable" to members of the Library Committee; (5) that most of them are chargeable to members of the Appropriations Committee, etc. The objection to publishing them is indicated in a third letter from me to Mr. Gillett (dated February 6), of which also I inclose a copy.

Very respectfully,

HERBERT PUTNAM, *Librarian of Congress.*

Hon. LUCIUS N. LITTAUER,

*House of Representatives, Washington, D. C.*

FEBRUARY 9, 1906.

Mr. CHAIRMAN: Permit me the following memoranda:

*Mail and supply division.*—If the title is to be changed it should be "Mail and delivery."

*Order division.*—The volume and the difficulty of the work of this division beyond the formal records and correspondence are not easy to explain impromptu or except upon the premises. Let me reemphasize that the material dealt with is not ordinary merchandise in the ordinary open market. It is remote, often obscure, fitful in the market. For the most of it the prices are not fixed or uniform, but varying and at times arbitrary. Long experience and expert knowledge have to be applied to guard against deception, extortion, defect, duplication. The work is intricate and the cost of error serious.

The division has 13 employees. The corresponding division of Boston, with but a third of the yearly accessions (i. e., volume of business), has 9.

*Advanced subscriptions.*—The enabling provision is important to us. I trust that it will not be overlooked.

*Card distribution.*—I stated that a fixed roll for this might be possible. I look to one ultimately, but for the reasons I gave it would be very undesirable and unnecessarily expensive at this early stage while the business is growing so rapidly.

A fixed schedule now would have to increase all except the two higher salaries, for the eight remaining are all below normal.

Very respectfully,

HERBERT PUTNAM, *Librarian of Congress.*

Hon. LUCIUS N. LITTAUER,

*Chairman Legislative Committee on the Appropriation Bill,  
House of Representatives.*

#### LIBRARY OF CONGRESS.

*To applicants for appointment to the Library service:*

All applications must be made upon a regular form, to be furnished by the Library. This form is to be filled out and filed, even by applicants whose applications in other form are already on file, so far as such applicants desire their applications to be considered as pending. A copy of the form is inclosed herewith. If you desire to be considered a present applicant for a position in the service, you will please fill it out and return it promptly to the Librarian of Congress.

The Library service as organized at present, with the changes to be made by law for the year ending June 30, 1906, is as follows:

General administration: Librarian of Congress, \$6,000; chief assistant Librarian, \$4,000; chief clerk, \$2,500; Librarian's secretary, \$1,800; four subordinates, three at \$1,000 and one at \$840. Reading room: Superintendent, \$3,000; fifty-five subordinates, two at \$1,500, five at \$1,200, fourteen at \$900, thirty at \$720, and four at \$360. Catalogue division: Chief cataloguer, \$3,000; ninety subordinates, five at \$1,800, seven at \$1,500, six at \$1,400, twelve at \$1,200, six at \$1,000, fourteen at \$900, four at \$800, thirteen at \$720, three at \$600, ten at \$540, four at \$480, and six at \$360. Order division: Chief of division, \$2,500; twelve subordinates, one at \$1,500, one at \$1,200, three at \$900, two at \$720, two at \$600, one at \$520, and two at \$360. Periodical division: Chief of division, \$2,000; ten subordinates, one at \$1,500, two at \$900, five at \$720, and two at \$360. Division of bibliography: Chief of division, \$3,000; six subordinates, one at \$1,200, three at \$900, one at \$720, and one at \$360. Maps and charts division: Chief of division, \$3,000; five subordinates, one at \$1,200, two at \$900, one at \$720, and one at \$360. Music division: Chief of division, \$2,000; five subordinates, one at \$1,400, one at \$1,000, two at \$720, and one at \$360. Congressional reference library: Custodian, \$1,500; five subordinates, one at \$1,200, one at \$900, one at \$720, and two at \$360. Document division: Chief of division, \$3,000; four subordinates, one at \$1,200, one at \$900, one at \$720, and one at \$360. Print division: Chief of division, \$2,000; four subordinates, one at \$1,200, two at \$900, and one at \$360. Smithsonian deposit: Custodian, \$1,500; three subordinates, one at \$1,200, one at \$720, and one at \$360. Manuscripts division: Chief of division, \$3,000; three subordinates, one at \$1,740, one at \$900, and one at \$360. Binding division: Assistant in charge, \$1,200; two subordinates, one at \$900 and one at \$360. Mail and supply division: Assistant in charge, \$1,500; four subordinates, one at \$900, two (stamping and packing) at \$720, and one at \$360. Law library: Custodian, \$2,500; four subordinates, one at \$1,500, two at \$1,400, and one at \$900. Copyright office: Register of Copyrights, \$3,000; sixty-seven subordinates, two at \$2,000, two at \$1,800, four at \$1,600, eight at \$1,400, thirteen at \$1,200, eight at \$1,000, thirteen at \$900, two at \$800, eleven at \$720, one at \$600, and three at \$360. A total of three hundred and three persons.

All of the above positions may be assumed to be filled, except as information may be given in answer to specific inquiry of vacancies existing at the time the inquiry is received.

The inclosed blank is sent to you at this time not as an invitation to you to apply, nor because appointments are immediately to be made, but because you have indicated a desire to be considered an applicant, or have made an inquiry looking to a possible application, and a statement of your qualifications is desirable in a form convenient for reference should occasion require.

You may desire further information as to the organization of the Library, with a view to more intelligent response to certain of the questions. The authorities of the Library can not at present, however, undertake correspondence or personal conference for the purpose of conveying to you such further information.

You are therefore advised to fill up the blank to the best of your ability with the information at your command. If papers have already been filed by you, they will be placed with your formal application, when received.

HERBERT PUTNAM, *Librarian of Congress.*

WASHINGTON, D. C., July 1, 1905.

NOTE.—The law provides that the employees of the Library service shall "be selected by the Librarian of Congress, by reason of special aptitude for the work of the Library, including the copyright works," and, further, "that all persons employed in \* \* \* said Library of Congress under the Librarian \* \* \* shall be appointed solely with reference to their fitness for their particular duties."

## THE LIBRARY OF CONGRESS.

*Application for appointment to the Library service.*

[This form is to be filled out in ink by the applicant himself. He should first read the circular that accompanies it. He must not write upon the fourth page.]

I hereby make application for the position of \_\_\_\_\_ in the \_\_\_\_\_ division (a particular position or division need not be specified; see below, questions 15 and 16) of the Library of Congress, and declare the information given below to be correct and in my own handwriting.

(Signature, every name in full) \_\_\_\_\_.

(Post-office address) \_\_\_\_\_.

(Legal residence) \_\_\_\_\_.

(Date) \_\_\_\_\_.

1. Present occupation (if employed, give also name of employer or institution, address, and precise position now held by you)? \_\_\_\_\_.

2. Date of birth? \_\_\_\_\_. 3. Place of birth? \_\_\_\_\_.

4. Are you a citizen of the United States? \_\_\_\_\_.

5. Are you married or single? \_\_\_\_\_. (If widowed, please so state.) \_\_\_\_\_.

6. White? \_\_\_\_\_. Colored? \_\_\_\_\_.

7. Names of parents (living or deceased)? \_\_\_\_\_.

8. Have you any infirmity, physical or mental, of which you are aware? \_\_\_\_\_.

9. Schools, academy, college, at which you have been educated? (State length of course, and degree, if taken. Give dates.) \_\_\_\_\_.

10. Your past occupations (so far as employed, give dates, names and addresses of employers; describe positions held by you)? \_\_\_\_\_.

11. Your special education, if any, for library work? \_\_\_\_\_.

12. Actual library experience, if any (institutions, dates, character of work done)? \_\_\_\_\_.

13. Any special qualifications which you can present (in addition to what may be represented in your answers to the questions above). (for example, stenography, typewriting, a knowledge of bookkeeping, of foreign languages, special courses of study pursued)? \_\_\_\_\_.

14. Have you ever been examined for the public service? If so, when, where, for what branch of the service, and with what results? \_\_\_\_\_.

15. (If you omit, as at your option you may, in paragraph one, to specify a particular position or division) for what class of work in the Library of Congress do you consider yourself particularly fitted? For the purpose of this question you may consider the existing work in the Library to be classified as follows: Administrative (the purely executive work), clerical, ordering (having to do with the purchase or other acquisition of books), classification, cataloguing, maps and charts, manuscripts, fine arts, music, law, public documents, newspapers and periodicals, general reference, special reference (both of these dealing with the public and including the work at the delivery desk), subordinate service (pages, messengers, etc.). \_\_\_\_\_.

16. If you do not specify a particular position, what is the lowest position as to salary for which you desire this to be considered an application? \_\_\_\_\_.

17. Any other facts you desire to mention indicating (a) your special aptitude for library work, or (b) your particular qualifications for service in this Library. (Be brief.)

(a) \_\_\_\_\_.

(b) \_\_\_\_\_.

18. References: The names below are to be written in by the applicant himself. They are not to be names of members of his immediate family, nor of members of the present Library force. If you are, personally or as to capacity, known to any of the latter, append the names of such in a separate memorandum and refer to it under C below. (Further references or testimonials may be inclosed, but are not to be entered here.)

A. The names and addresses of not exceeding six persons who know you personally and will testify as to character: (1) \_\_\_\_\_. (2) \_\_\_\_\_. (3) \_\_\_\_\_. (4) \_\_\_\_\_. (5) \_\_\_\_\_. (6) \_\_\_\_\_.

B. The names and addresses of not exceeding six persons (including, if need be, any of the above) who know personally of your capacity: (1) \_\_\_\_\_. (2) \_\_\_\_\_. (3) \_\_\_\_\_. (4) \_\_\_\_\_. (5) \_\_\_\_\_. (6) \_\_\_\_\_.

C. Memorandum of certificates, testimonials, or other documents inclosed with this application. Mention also any such previously filed: \_\_\_\_\_.

FRIDAY, February 9, 1906.

**LIBRARY OF CONGRESS BUILDING AND GROUNDS.**

**STATEMENT OF MR. BERNARD R. GREEN, SUPERINTENDENT.**

**CARE AND MAINTENANCE—CAPTAIN OF THE WATCH.**

Mr. LITTAUER. Will you turn to page 52 of the bill, Mr. Green? I find there you want to increase the salary of the captain of the watch \$100. Why have you submitted that?

Mr. GREEN. I have recommended that several times before. The business of the captain of the watch is altogether more extensive in that building than is represented by that title in any other building in the city. The watch department is charged with the cleaning and watching, and the care and repair of the building, and everything else that relates to the care of the building itself, and outside on the grounds and all around, and it is a complex and persistent piece of business that requires an excellent man, because a man has to be as able to do that work as the chief engineer in his department, and chief engineers get \$1,500.

Mr. LITTAUER. He does not need to have any technical knowledge, but takes care of the cleanliness of the building, and also sees that all the property is safeguarded?

Mr. GREEN. Yes; but it is a very difficult thing to explain to any person outside what the extent of that sort of business is. He has to be about and through the building all the time. He is there almost all the time. The building is open to the public until 10 o'clock at night.

Mr. LITTAUER. He has a lieutenant to look after his force?

Mr. GREEN. He has a lieutenant to take the night trip. It requires a kind of intelligence and experience that is hard to find. I could not replace that man if I should lose him. He is an old fellow at the business. I fixed the salary for him originally. That salary was adopted, of course, by the law afterwards. But when we began operations there the money was appropriated in a lump until we could get under way, to see somewhere where we were coming to. I supposed he would be only the captain of the watch and would not have to do this other business. But the whole thing has grown immensely in seven or eight years, just as the collections themselves have grown until now we want a new stack.

Mr. LITTAUER. But how has this work grown? You have the same place there, and the visitors are only permitted to enter a certain number of the rooms. The captain of the watch is the chief policeman of the building and grounds?

Mr. GREEN. You might say he is the custodian.

Mr. TAWNEY. You are the custodian, Mr. Green, in the sense in which that term is used?

Mr. GREEN. I am.

**CABINETMAKER AND PAINTER.**

Mr. LITTAUER. Now, you have asked that the carpenter be changed to a cabinetmaker, and that the salary be increased from \$900 to

\$1,200, and that the salary of a painter be increased from \$900 to \$1,000. I understand you have been doing very good work in cabinetwork, but I do not know so much about the painting. Why do you change these designations?

Mr. GREEN. The pay of these men has gone up immensely on the outside. A carpenter now gets \$4 a day and a painter \$3.50.

Mr. LITTAUER. Have you lost any of your men?

Mr. GREEN. I lost one, but I got him back after a while.

Mr. TAWNEY. Those carpenters and painters you speak of outside work ten hours a day and work twelve months in a year?

Mr. GREEN. No; I beg pardon. They work eight hours a day.

Mr. TAWNEY. Outside?

Mr. GREEN. Yes; they work eight hours a day outside.

Mr. TAWNEY. Where?

Mr. GREEN. All over the city.

Mr. TAWNEY. In this city they may. I do not know but that the Government eight-hour law may control the hours.

Mr. LITTAUER. Is there a union here?

Mr. GREEN. Yes. Now, in that connection, the carpenter at the Treasury is at \$1,000. In the Post-Office Department he is paid \$1,200, and he has an assistant at \$1,000. In the Interior Department the carpenter receives \$900. In the State, War, and Navy building he receives \$1,000, and the War Department has a carpenter besides. They sometimes call them cabinetmakers. I started them off at this rate, and it has been hard to get them raised to the level paid to these other men. At the beginning I made a minimum rate on everybody. We had been paying men by the day, you know, and the construction of the building, of course, grew into the maintenance force.

Mr. LITTAUER. Does this carpenter build your cases?

Mr. GREEN. He is competent to do that. He works on them. The work we do in the building is in connection with the construction of these cases and in the repairing and making of furniture. Of course, in the expenditure of the furniture appropriation I get as much as I can of it done by contract, and in the process he is putting up as fine a character of work as any in the building.

Mr. TAWNEY. What kind of furniture does he put together?

Mr. GREEN. Furniture like this [indicating furniture in the room].

Mr. LITTAUER. How does he place it? He adjusts it?

Mr. GREEN. Yes; he has to do with work on those things in the building—to put them in shape.

Mr. TAWNEY. Do you mean to say you buy your furniture in pieces?

Mr. GREEN. No, sir.

Mr. TAWNEY. Then, what furniture do you buy that he puts together?

Mr. GREEN. We have only one carpenter on the roll in the whole building.

Mr. TAWNEY. I say, what is there in the building that would require any attention at all of a wood workman?

Mr. GREEN. Repairs. We have hundreds and hundreds in the building in the way of desks and tables and cases. Things have to be repaired and put together and changed about more or less. Things we get by contract have to be put together and put up by our man.

It is cheaper to the Government to do that. In addition to that, I have to hire carpenters temporarily out of the furniture appropriation. I sometimes have two or three men there, working along with this one, and I pay them out of that special appropriation for furniture.

Mr. LITTAUER. How does your compensation compare with the compensation of the regular man?

Mr. GREEN. They get more. They get \$4 a day. I can not get them for less, and he gets \$900 a year. I get as good men as I need, but I have to pay that rate. Such a building as that ought to have a man in there who is really a cabinetmaker instead of a carpenter. There is a difference in the mechanical ability of the men represented by that difference of designation.

#### SKILLED LABORERS.

Mr. LITTAUER. The only other change is that you want eight skilled laborers instead of six. Why is that?

Mr. GREEN. That leads to an explanation which we will be coming to further on, about the extra book-stack appropriation—the appropriation for extra furniture and book stacks. When this was made up, as you will find further on, the estimate included the purchasing and maintenance and operation of two electrical automobiles. Now, to use them we would need two men to operate them.

Mr. LITTAUER. Then those two items would properly be considered together?

Mr. GREEN. Yes.

#### ELECTRICIANS AND WIREMEN.

Mr. LITTAUER. Now, I notice another item which I want to call your attention to. You have an electrician and an assistant electrician and then two wiremen. Does the work over there for its continuance require such a force?

Mr. GREEN. We have to have two watches. We are running all day and pretty much all the year.

Mr. LITTAUER. Two watches?

Mr. GREEN. Yes; I mean the building is in operation from morning until late at night. We have to have two turns, or shifts.

Mr. LITTAUER. You mean to say the electrician works so many hours and the assistant pieces out the rest of the day?

Mr. GREEN. Yes. The whole running time is from 8 o'clock in the morning until 11 o'clock at night.

Mr. LITTAUER. You mean the electrician and wireman are constantly in service in the building?

Mr. GREEN. Yes; they take turns.

Mr. LITTAUER. You have four of them. How are they kept busy? Are they kept busy?

Mr. GREEN. Yes, sir.

Mr. TAWNEY. What do they do? Is your electrical apparatus out of repair all the time?

Mr. GREEN. It is running all the time.

Mr. TAWNEY. Is it out of repair so much that it requires the time and attention of two electricians all the time?

**Mr. GREEN.** They are going about the building and taking care of the turning off and on of the lights and keeping the lights in place. There are four or five thousand lamps there. Then they have to climb up in the building and change them from time to time, and there is enough to keep them busy all the time. They are not loafing. There is no surplus there. There really ought to be more, not less.

**Mr. LITTAUER.** The electrical apparatus is looked after by the engineers?

**Mr. GREEN.** By the electrician, and the electrician and engineers work together. No steam engineer we could get is competent to run the whole apparatus like that. There is too much electrical skill required there, and it is too important with heavy apparatus like that. They can do it in a small generating apparatus, but in one of this size it could not be done.

**Mr. LITTAUER.** You have to have an assistant electrician and then two wiremen. It seems to me the electricians should be able to take care of the wiring and other things as well. Do you call that another kind of work?

**Mr. GREEN.** No; it is the same kind of work. The wiremen are, in one sense, laborers. They are the laborers in the electrical force.

**Mr. TAWNEY.** A wireman is an electrician, is he not?

**Mr. GREEN.** To some extent, but not very much.

**Mr. TAWNEY.** He certainly must know all about wiring a building, otherwise he could not be an electrician or could not wire the electrical apparatus.

**Mr. GREEN.** There are various grades of these men, of course.

**Mr. TAWNEY.** Your building is already wired, is it not?

**Mr. GREEN.** Yes.

**Mr. TAWNEY.** All your electrical apparatus is connected with the electrical wires?

**Mr. GREEN.** Yes; but minor wiring is going on all the time. They are changing their telephone bells and lamps and wires all the time.

**Mr. TAWNEY.** I fail to understand why there should be constant changes in the wiring of a building of that kind when people are working in the same place all the time.

**Mr. GREEN.** They are not working in the same place. They are moving about more or less. When they put in the furniture, this new work that we are putting in had to be wired and the lamps had to be placed so that they can be lighted.

#### FURNITURE.

**Mr. TAWNEY.** How long is the ordinary life of the furniture you use over there?

**Mr. GREEN.** None of it is worn out yet. I do not know what the life would be. I suppose it would be a good many years.

**Mr. TAWNEY.** You speak about constantly replenishing the furniture.

**Mr. GREEN.** No; adding to it. The furniture outfit has been growing from the start.

**Mr. TAWNEY.** How much has been your appropriation for additional furniture in the past?

**Mr. GREEN.** About \$40,000 in a year.

Mr. TAWNEY. Forty thousand dollars' additional furniture going into the building every year?

Mr. GREEN. About that.

Mr. TAWNEY. You must soon have the building full of furniture at that rate.

Mr. GREEN. It is not full yet. It includes the shelving for all the collections. We have shelves filled now that were empty when the building was moved into.

Mr. LITTAUER. Do you mean the stack itself?

Mr. GREEN. Yes; that is a shelf. A stack is nothing but shelving.

Mr. LITTAUER. I thought your \$40,000 appropriation for furniture was largely for casing.

Mr. GREEN. Oh, no.

Mr. LITTAUER. It takes in the entire shelving for books?

Mr. GREEN. Yes. That explains why the additional shelving we wanted this year was to be put in the courtyard instead of the building.

Mr. LITTAUER. Can you not segregate the larger items of that expenditure under the \$40,000? How much is expended for cases and how much for shelves?

Mr. GREEN. As to the expenditures for last year, here is the language of the report for last year:

Out of the forty thousand dollars appropriated for furniture, partitions, shelving, screens, etc., there were also procured numerous catalogue cases, screens, tables, desks, chairs, repairs, exhibition cases, etc., which, together with the larger fixtures, are summarized in the following list of expenditures from that appropriation.

This list foots up \$39,989.26. We did not quite expend it all. There is a small balance left. The shelving, including the electric lighting, all the shelving of the second story of the south front, known as the south curtain, where the division of prints is located—it is two stories high—all that cost \$9,644. In fact, it cost more than that, really, but this much money out of this appropriation this year was put into that. The inclosures of the shelving in the north curtain corresponding—that is, on the north side of the building, second story—the shelving had been put in there before in iron. That was inclosed with sliding and swinging doors and glass, like the cases in which the manuscript collections are preserved, which were growing rapidly. That took \$5,415.78.

Mr. LITTAUER. Are those cases in a part of the Library that can be used by the public as they pass along?

Mr. GREEN. Yes.

Mr. LITTAUER. And consequently you had glass fronts put to them to keep them under lock and key?

Mr. GREEN. Yes; the custodian can go up and down and see that everything is undisturbed there. Then there is \$563 for other screens and partitions in the building and electrical work connected with them. Then another large item is the steel storage trays and cases. The storage cases are locked with combination locks. Those are visible, the same as in the manuscript division. They are made of steel, and are just painted and stained to look like mahogany, because they stand among the mahogany cases.

Mr. LITTAUER. Why did you make them of steel?

**Mr. GREEN.** To make them burglar proof. They are very thin, only one-eighth of an inch thick, but they have combination locks on them for security of the contents. The miscellaneous desks, tables, chairs, stands, stools, and so forth, cost \$573. The desks and tables, a portion of them, are for the print division and the manuscript division, and they are in mahogany, and will cost \$1,264. There were card catalogue cases, file cases, and things; that cost was \$1,376. We added the cases for exhibition purposes, exhibition cases; that cost was \$7,225.

**Mr. LITTAUER.** Is that a long table?

**Mr. GREEN.** No, sir; I have read about half of it.

**Mr. LITTAUER.** Turn it over to the stenographer and permit him to insert it in the minutes as a table.

**Mr. GREEN.** Yes.

South curtain, second story, shelving, including electric lighting thereof	\$9,544.45
Inclosures of shelving, north curtain, being 6 in lower and 18 in second tier	5,413.78
Wood and glass partitions, screens, etc., and electrical work therefor	563.75
Operating apparatus for book-stack window shades	460.28
North and south stacks, electrical work and materials	241.49
Steel storage trays and cases and traveling catalogue cases for card section	5,720.80
Miscellaneous desks, tables, stands, chairs, stools, etc.	2,573.20
Special mahogany desks, plain tables, and reading tables	1,264.00
Card-catalogue cases, file cases, trays, bookcases, etc.	1,376.43
Exhibition cases	7,225.00
Counter and trays for division of prints	1,392.00
Typewriters, remodeling, etc.	1,027.00
Pouches for Capitol book carrier	122.00
Circular rubber mat for main reading room	776.00
Carpets, rugs, rubber matting, linoleum, etc.	332.88
Miscellaneous, including book-truck tires, water coolers, shades, blocks, hinges, locks, etc.	595.27
Repairing, fitting, etc., of miscellaneous furniture, shelving, etc., including labor and materials	1,360.93
<b>Total</b>	<b>38,989.26</b>

**Mr. TAWNEY.** Mr. Green, I would like to ask you do you know how many of these new cases were put in to displace others that were taken out?

**Mr. GREEN.** No. We have not displaced anything of any consequence since we began.

**Mr. TAWNEY.** How much vacant room have you for use hereafter in the cases over there in the Library?

**Mr. GREEN.** I think we had 50 per cent, as much as we have already put in. That is, the space has been filled up two-thirds.

**Mr. TAWNEY.** You mean you have filled up only 50 per cent of the space?

**Mr. GREEN.** From 50 to 65 per cent, I should say. It is a growing institution, and we are keeping up with the times.

**Mr. TAWNEY.** What was this appropriation last year—\$45,000?

**Mr. GREEN.** Yes, sir.

**Mr. TAWNEY.** It has been about that before?

**Mr. GREEN.** Yes, sir; for two years it has been that.

**Mr. LITTAUER.** How much of that estimate for new work is to continue on the same line of work you have been doing in the last two years?

Mr. GREEN. All but about \$10,000.

Mr. LITTAUER. If you do not put up this new stack, you would not come to us for more than ten or fifteen thousand dollars?

Mr. GREEN. No; we are not reckoning it that way. We are trying to develop the Library as economically as possible. That is done by the Librarian. It is not my affair, but I am trying to follow up the needs that present themselves to the Library. It is evidently going to need for some years to come about the same annual expenditure and we are not obliged every year to do it that particular year. The thing might be put over for another year. That might be said of this book stack. It could wait another year if you wanted to. But the thing is growing and to fill it up an annual expenditure of about \$40,000, as experience shows, is necessary. One year we will do one thing with it, and another year another thing. We are looking ahead a little, and in this matter we thought this book stack in the long run could very well be obtained out of this annual appropriation.

Mr. LITTAUER. For furniture and shelving?

Mr. GREEN. Yes; that is just as much a piece of furniture, a book stack, and shelving, as if it were in the rooms themselves.

Mr. LITTAUER. Do you have recommendations from the Librarian as to these things?

Mr. GREEN. Of course we consult together all the time. I am simply there to help the Library along. There would be no use for me except to help the Library.

Mr. LITTAUER. But after all in this disposition of the amount appropriated you have the final say? It is done in combination with the Librarian?

Mr. GREEN. Yes; my purpose is to follow up what he advises.

#### AUTOMOBILES.

Mr. LITTAUER. Before we get into this item, however, let us take up the necessity for these two automobile delivery wagons.

Mr. GREEN. That is in line with this last theory. We are trying in the long run to keep the average expenditure for these things down to about \$40,000. Now, we want a book stack, for which a contract will take a good deal more money. We will put off the fitting of some other things in the building that can be put off in order to spend more money this year on that other thing.

Now, as to the automobiles, they will cost a little more money to purchase and operate than an old wagon that we have there from the old stableman. The service that is required costs this year about \$1,200.

Mr. TAWNEY. One horse and wagon?

Mr. GREEN. Yes; I think they are getting it for \$75 a month. That is \$900 a year. They have to have a second horse.

Mr. TAWNEY. Who contracts for that?

Mr. GREEN. That is done by the Librarian.

Mr. TAWNEY. They have six horses and wagons that cost \$1,800 altogether in the House post-office.

Mr. LIVINGSTON. Do you furnish the driver there or does the contractor furnish the driver?

Mr. GREEN. No, sir.

Mr. LITTAUER. The driver is furnished on the Librarian's roll?

Mr. GREEN. Yes.

Mr. LIVINGSTON. Do you pay \$900 a year without a driver. You can buy a wagon and horse for \$900 and keep the horse throughout the year for that.

Mr. LITTAUER. This is for a horse, only. You already have the wagon?

Mr. GREEN. Yes.

Mr. LIVINGSTON. You must have that wrong.

Mr. GREEN. No; that is the best we are able to do.

Mr. LITTAUER. But, Mr. Green, you have an automobile over there now.

Mr. GREEN. It is worn out. We bought one several years ago.

Mr. TAWNEY. How long has it been since you bought it?

Mr. GREEN. Probably six years. It is one of the old style.

Mr. TAWNEY. Do you not know definitely?

Mr. GREEN. I could not say just the year, because it was not my affair. It did not belong to my department.

Mr. TAWNEY. There were not many automobiles in Washington six years ago.

Mr. LIVINGSTON. I remember your automobile three years ago.

Mr. LITTAUER. Do you know the cost of that automobile?

Mr. GREEN. Yes, sir; pretty near it. It was something like \$2,000 or \$2,200. It is a 2-ton affair.

Mr. TAWNEY. How many horsepower?

Mr. GREEN. Two.

Mr. LITTAUER. That can not be.

Mr. GREEN. I mean it does the work of two horses. Of course two horsepower would be more than that, because a horse does more work than a mechanical horsepower.

Mr. TAWNEY. Do you know how much it costs to keep that automobile in repair?

Mr. GREEN. No; but I know it costs a great deal of money. It costs more than it was worth. It was a white elephant on the hands of the Librarian, but at the time it was purchased it seemed to be the best thing in the market.

Mr. LITTAUER. Out of what fund was that purchased?

Mr. GREEN. It was purchased out of a fund that the Library had for its delivery service.

Mr. LITTAUER. Not out of your funds?

Mr. GREEN. No, sir.

Mr. LITTAUER. Why do you come here and ask for two more?

Mr. GREEN. That is a mechanical establishment. The delivery wagon has always been run by the Library itself. When the Library went over into the new building, it had its appropriations continued just as they had been here. This was one of the items. They had a fund out of which they paid for the delivery wagon. The delivery service has increased immensely since that time, and when they went over there to the new Library the Library concluded to carry it on itself. While the organization of the Library under the law was divided between the Library proper and the supervision and care and maintenance of the grounds and the disbursement, the mechanical part of the building fell under my charge. It is a mechanical institution, especially if it is an automobile, and my men, of course, would keep the thing going; but it was a kind of thing in its repair and mainte-

nance that we had not facilities for, and they had to pay for that out of their contingent expenses at an establishment downtown.

Mr. TAWNEY. The use to which these automobiles are put has no relation to your department?

Mr. GREEN. My department naturally comes in touch with the Library, because that is what it is for. It furnishes all the mechanical service throughout the building, inside.

Mr. TAWNEY. But not in respect to the service outside of the Library building?

Mr. GREEN. Yes; there is so much needed for mechanical attention for these things which the Library did not have. It seems more properly, if that division were turned over to my department—

Mr. LITTAUER. From your statement it would appear that the automobile in question, requiring so much more repairing to carry it on, is more expensive in carrying out the delivery from the Library than a horse and wagon.

Mr. GREEN. Yes; that is what I wanted to explain. The service with that old automobile was very expensive. It was a very unfortunate undertaking. There are plenty of other people in Washington in the Government service who have found it the same way. A modern automobile is a more practical thing, and less expensive to run, and more useful. You could buy an automobile now for \$1,400 that will last three times as long and do three times as much work as that old one that cost \$2,200. My idea was to get two, so that one would relieve the other, and have the service in my department. That was the estimate. That is a dignified sort of establishment, and instead of an old plug horse, such as we have, and a pretty common sort of a wagon, we should have something much better. But I do not think, as an engineer myself, after talking it over further, and talking with the Librarian about it, that it is yet time to go into automobile delivery service. They have taken it up at the Government Printing Office, and the Adams and the United States Express companies use automobiles in their service with the idea that they can get better service. But it is not yet as economical, I think, for the Government service.

Mr. LITTAUER. It is more up-to-date, though, and the deliveries are done in quicker time, and so on?

Mr. GREEN. Yes.

Mr. LITTAUER. Have you so much delivery work there?

Mr. GREEN. It is mail and delivery both. We have a huge mail every day. The copyright office is more of an establishment than most people realize. There is a delivery downtown for Members of Congress and for the Departments doing business with the Library.

Mr. TAWNEY. If you had another automobile, you would have to have another electrician to take care of it?

Mr. GREEN. No, sir.

Mr. TAWNEY. You say your present force is employed constantly in the Library? What time would they have to devote to the repair of automobiles?

Mr. GREEN. It will not take so much time. I can manage that.

Mr. LITTAUER. I see that this automobile that they now have was actually purchased on the 1st of July, 1901, so that it has actually done less than four and one-half years' service. It would appear that it was an unfortunate purchase.

**Mr. TAWNEY.** So have all the rest of them been.

**Mr. LITTAUER.** Yet these great companies, like the express companies, are trying to develop a more economical way of delivery.

Now as to the stacks.

#### ADDITIONAL BOOK STACKS.

**Mr. GREEN.** This estimate is in here, but we agreed, Mr. Putnam and myself, before we came before the committee, that you could drop that out—this automobile thing—and let the estimates be counted entirely toward the book stacks.

**Mr. LITTAUER.** Let us drop automobiles and let us go on simply as to what you propose to do in the way of increasing the stack capacity of the Library, the necessity of which the Librarian dwelt upon.

**Mr. GREEN.** I believe I have stated already why the estimate was worded in the way it was, coupling the furniture appropriation with the building of the stack in the court. Inasmuch as I built the building and am familiar with it from bottom to top, I know what was intended and covered in the design and so on, and I never for a moment thought that the construction of anything in the court of this character could be considered as a separate building, and although it was made plain that that was the thing to do, I did not know that it ought to be estimated upon very specially in that way.

Now, the fact is that the accumulation of the large and still growing collection of newspaper volumes, bound newspapers, can not be accommodated in the building in suitable shelving where the collections can grow without taking off something else, and there is a system of shelving for that class of material that would have to be very special, because the volumes, as you understand, are very large and thick.

**Mr. LIVINGSTON.** Suppose you take the New York Herald—the Sunday edition—do you bind all that stuff?

**Mr. GREEN.** Mr. Putnam can tell you about that. I am not familiar with the extent to which the papers are preserved.

**Mr. LIVINGSTON.** Four or five or six sections, perhaps, are nothing but advertising. Do you put all that in?

**Mr. GREEN.** I do not think they put that in. But they are binding about 150 volumes of newspapers every year.

**Mr. LITTAUER.** Now, let us go into the construction.

**Mr. GREEN.** The most economical and effective and efficient way of accommodating those newspapers is to build the shelving in one of the courtyards. It has got to be placed. It is simply a matter of construction. The courtyard is available, so far as the space is concerned and so far as any injury to the building is concerned.

**Mr. LITTAUER.** In fact, in the original plan it was considered that these courtyards would eventually have to be stack establishments?

**Mr. GREEN.** Yes, sir. My proposition to put them into the courtyard seems to be the economical thing.

**Mr. BRICK.** May I ask this question: Do I understand you that these courtyards were originally intended to be filled up and added to the library space later on? Was that one of the original intentions?

Mr. GREEN. Yes. That was pointed out in the original report as one of the things that could be done. It was anticipated that they could be occupied, one court after another, and stacked whenever you please. But this, I suggest, is an economical building. That is only for the southeast court at present, not speaking of the other courts, which are larger and more attractive, probably.

Now, in planning the building we had a certain size of building to start with. It was very large, and had a long look ahead, with provision for the growth of the Library in the future. There were at that time half a million volumes in the Library, and here was a building that would ultimately hold 3,000,000 volumes. We calculated that it would be a long time, and that therefore it would be useless to fill up the courts that we designed at that time, because it could be so much better done later, undoubtedly. As the world was moving along and the resources of the engineer and the architect and the manufacturer were increasing, we thought it would be very unwise to undertake to provide then for the very large collection that would come some time. Nobody could tell then what the increase would be. It was all laid out in brief in the report.

Mr. LIVINGSTON. You could know pretty well now how long it will take to fill it if the present Librarian stays there and keeps on as he has been doing. Are you making calculations on that?

Mr. GREEN. I am making calculations, but we have to discount them all the time. I will make another guess, if that is what you would like. The building, court and all, will be full at the end of another generation, say, thirty years.

Mr. LITTAUER. Now, the necessity of these things that the people connected with the Library have determined upon, we understand. The availability of the space was even considered when the building was under design?

Mr. GREEN. Yes.

Mr. LITTAUER. Has your opinion in regard to the desirability of putting the stack in the courtyard been changed through your experience in connection with the Library?

Mr. GREEN. No, sir; it has become more and more evident that that is the economical and wise thing for the Government to do.

Mr. LITTAUER. Now, we understand that you have concluded that it would be most advisable to build a building inside of the courtyard and give your space there in which the stacks for the newspapers could be placed?

Mr. GREEN. Yes, sir.

Mr. LITTAUER. Have you considered at all the roofing of the courtyard?

Mr. GREEN. Yes.

Mr. LITTAUER. What would be the advantage of one plan over the other?

Mr. GREEN. I think the advantage would be with the one you just suggested over the other.

Mr. LITTAUER. That is, roofing over the courtyard?

Mr. GREEN. Yes. The increased capacity that would be obtained in that way would offset the corresponding blocking up, if you please, of the court windows.

Mr. LITTAUER. The advantage of the separate building would be

light and air, and the advantage of roofing over the top would be greater space?

Mr. GREEN. Yes.

Mr. LITTAUER. Now air is distributed through the building through flues in your modern ventilation system?

Mr. GREEN. Yes.

Mr. LITTAUER. Light is desired in the stack room in the first place?

Mr. GREEN. Not necessarily daylight nowadays.

Mr. LITTAUER. Now, what injury to the lighting of the main building would be inflicted if this particular southeastern courtyard were roofed over?

Mr. GREEN. It would darken entirely the court windows and the halls that have windows on the front. If you had windows here, for instance [indicating in room], you would have more light than you have now, but the rooms would be rooms like this [indicating], with windows on one side instead of on both sides.

Mr. LITTAUER. Would the usefulness of the hall rooms in the Library or the adjacent courts be disturbed in any way?

Mr. GREEN. No. If we wanted to fill up the hall rooms there, as does not seem likely, with clerks working by daylight, this stack here on this side of the room would probably have insufficient light if they depended upon daylight.

Mr. LITTAUER. Are their desks to-day dependent upon daylight?

Mr. GREEN. Yes.

Mr. LITTAUER. Is there space enough to place these desks adjacent to the daylight?

Mr. GREEN. There is now, and I do not see, even if the Library grows, but that there always will be.

Mr. LITTAUER. Then these corridors that will be interfered with will be practically like that corridor on the outside of this room?

Mr. GREEN. It would be the same thing.

Mr. LITTAUER. How much greater space would you gain by roofing over than by having this independent building?

Mr. GREEN. I have not figured it up, but I think you would double it.

Mr. LITTAUER. Now, then, about the cost of construction. Of course you have not considered this other plan of roofing over. Let us come to the construction cost of the building in which this stack is to be placed. What will that cost?

Mr. GREEN. The whole thing from bottom to top would cost \$180,000. The first estimate is \$100,000. It would be a flat roof, and it would look well enough for a time, and that same thing would be put up on the top when the stack is carried up. The economical thing in the long run is to build the whole of it at once. It is more economical, I think; but it is just as Congress may feel about providing so far ahead in relation to building all at once. They did it in the original construction. This stack, built half way up, would accommodate some fifty or sixty thousand volumes of newspapers. They have 25,000 now. This would accommodate double the present collection before it would need to be extended.

Mr. TAWNEY. Would there be any danger, if the Librarian has more space, of his increasing the number of newspapers purchased for the purpose of filling the space? That seems to have been the policy thus far—to fill the space originally provided.

Mr. GREEN. The time will naturally come, in the growing of any great collection, when culling will have to be done.

Mr. TAWNEY. How long has it been since you moved into the Library?

Mr. GREEN. Eight years and a half. We moved in in the fall of 1897.

Mr. TAWNEY. You were one of the original designers and constructors of the Library, were you not?

Mr. GREEN. I had charge of the whole of it from top to bottom.

Mr. TAWNEY. How long did you estimate the space originally provided would be sufficient to accommodate the needs of the Library?

Mr. GREEN. That was before this modern rapid development of publishing and library science had started.

Mr. TAWNEY. Library science? The science of managing a library has been in existence only seven or eight years?

Mr. GREEN. No; I mean the development of it. It is so different now from what it used to be that you might say it is only seven or eight years old. What we said in our report as to the probable growth of the Library and the provisions that would be necessary to accommodate that growth have not been borne out by recent experience. We knew at the time the building was designed that the accessions to the Library were in the neighborhood of 30,000 volumes a year at that time from copyrights. Some of these did not go into the Library, but we took that as a basis to figure on.

Our report says:

As represented in this set of plans, the books would at first occupy only the alcoves in the reading room and the stacks in the magazines adjoining it north, south, and east. The full capacity of these spaces alone is 1,008,000 volumes, and they would accommodate the growing library for a period of thirty-four years from this time. Occupying in future the first and second stories of the north, south, and east curtains with alcoves and stacks, the capacity would be increased to 3,537,000 volumes, lasting ninety-eight years. Adding the courtyard magazines above described, the capacity would be again increased to 4,632,000 volumes, which would not be reached until the lapse of one hundred and thirty-four years.

Mr. TAWNEY. Those are what you now propose to add to?

Mr. GREEN. Yes. We leave those low, as originally sketched, and the capacity would be 4,632,000 volumes, which, as this report predicted, would not be reached until the lapse of one hundred and thirty-four years.

Mr. TAWNEY. What is the date of that report?

Mr. GREEN. December, 1888.

Mr. TAWNEY. According to that report, the capacity you provided for, or space which you provided for, was sufficient to accommodate the Library for thirty-four years?

Mr. GREEN. Yes; that is, counting the increase of books. That did not include newspapers, or prints, or magazines, or manuscripts, or charts, or music, and other things—the Smithsonian collection and public documents, which we could not count on.

Mr. TAWNEY. You preserved newspapers in the old Library, did you not?

Mr. GREEN. Yes; but that was only a comparatively small proportion. Those could go on the shelves. We had them on the shelves until recently.

**Mr. BURLESON.** How do you propose to light that stack?

**Mr. GREEN.** By electricity.

**Mr. BURLESON.** Have you windows enough?

**Mr. GREEN.** No; we do not need windows. That has developed in the growth of library science.

**Mr. LITTAUER.** Now, I want to ask you, from your connection, not only with the Library in its construction, but also in connection with its care and custody since then, would you advise building an interior stack or covering over, to provide for the accumulations that even in your experience of sixteen years has been demonstrated will require accommodations probably more rapidly than we to-day figure on?

**Mr. GREEN.** Roofing the whole court over.

**Mr. LITTAUER.** That would be your advice?

**Mr. GREEN.** I do not feel quite clearly that way about the building itself.

**Mr. LITTAUER.** You are the man to give us advice.

**Mr. GREEN.** I think the character of the building should be considered to that extent, that you are utilizing the full extent by constructing in the court a separate building, if you want to call it that. It is a building, but not like an ordinary house.

**Mr. LITTAUER.** It is a building with four walls and roof?

**Mr. GREEN.** Yes; to keep the weather out.

**Mr. LITTAUER.** You would recommend a separate building rather than roofing over, despite the fact that you would get half the amount of space for the storage of books?

**Mr. GREEN.** Yes.

**Mr. LITTAUER.** And you would base that upon what idea?

**Mr. GREEN.** Upon the general effect of the interior building.

**Mr. LITTAUER.** In your remarks as to the effect of the independent interior stack, you state that you are going to deprive the adjoining sides of the building of natural light in great part.

**Mr. GREEN.** If you roof the top over, you will cut off the light.

**Mr. TAWNEY.** Your proposition is to build a building in the court?

**Mr. GREEN.** Yes, sir.

**Mr. TAWNEY.** How close do you contemplate that the walls of that building shall come to the walls of the Library?

**Mr. GREEN.** Ten feet.

**Mr. TAWNEY.** Within 10 feet?

**Mr. GREEN.** Yes, sir.

**Mr. TAWNEY.** The walls, then, standing up alongside the windows overlooking the court will be 10 feet from those windows?

**Mr. GREEN.** Yes, sir.

**Mr. TAWNEY.** And you will have to roof over this building, will you?

**Mr. GREEN.** Yes; it is a building by itself.

**Mr. TAWNEY.** If you roof the court, you will then occupy or utilize the entire space in that court for your shelves?

**Mr. GREEN.** Yes.

**Mr. BURLESON.** Twenty feet in addition to the stack?

**Mr. GREEN.** Yes.

**Mr. TAWNEY.** Let me ask you if it is not a fact that if you were to roof that over with a skylight, would it not give you more light in,

these rooms overlooking the court than if you had the wall 10 feet away from the window and that window covered over?

Mr. GREEN. No; because the stack construction is a series of stories only 7 feet apart, and one would cut off the light of each one below.

Mr. TAWNEY. But you have stack construction in both plans. Would you have the walls here 10 feet from the windows overlooking the court running up? Then, if you roof your building, all the opportunity for light would be in this open space—10 feet?

Mr. GREEN. Yes.

Mr. TAWNEY. Now, if you had your court covered with a skylight, would you not get infinitely more light in these rooms than with the building there?

Mr. GREEN. We will put a slate roof over.

Mr. TAWNEY. But could you not put a skylight over?

Mr. GREEN. The court will be solidly built up with bookstacks. There is the building proper [indicating on a design]; this is a court, this a bookstack; this is the thing it is proposed to build [indicating]. This [indicating] was built originally, at the time when we thought the admission of daylight would still go on. That limits the size of your stack. In fact, as it is now, in summer we have to shade those windows to keep the light from injuring the books.

Mr. MADDEN. If you don't need the light and you could afford to shade the windows, what do you want with a light shaft?

Mr. GREEN. That light shaft would not be for the new stack. It would be simply for the present windows.

Mr. LITTAUER. In the old stack you did not need that?

Mr. GREEN. No, sir.

Mr. LITTAUER. And the other side is lighted by high windows from here [indicating]?

Mr. GREEN. Yes.

Mr. TAWNEY. I want to ask you one more question. Is it not a fact that you could roof over this court, and do it so as to admit light from the top?

Mr. GREEN. We could close it and skylight it.

Mr. TAWNEY. The same as we do in the House of Representatives?

Mr. GREEN. Yes. That would light the court, provided you did not fill up the court with something else.

Mr. TAWNEY. You would get more light?

Mr. GREEN. If we did not put anything in here [indicating] we would.

Mr. TAWNEY. If you did that, would not that change the character of the building less than if you filled up that court?

Mr. GREEN. To get the maximum space we would put the shelving in this way [indicating].

Mr. TAWNEY. You would get more shelving space if you had no building there at all, but simply roofed this over?

Mr. LITTAUER. You would simply destroy that courtyard. It was placed there for light and air. If you do not need the air, you eliminate that; if you do not need the light, you eliminate that. Is it ornamental to this building, or will the people who have heard of the beauty of the Library building be disillusionized by having this roof put over there?

Mr. GREEN. No. The two east courts are very little seen by the people now.

Mr. LITTAUER. To-day they look out on nothing but a stack which needs no light and air in a natural way?

Mr. GREEN. There are two bridges there, temporary structures [indicating]. They do not add to the beauty at all, certainly, but rather are objectionable.

Mr. BURLESON. What is the objection to roofing it over?

Mr. GREEN. I feel that with reference to these excellent walls around there, with windows in them, that it would be an excellent thing in the long run to preserve them. But I do not stand much on that. If I were the Government I would do that, perhaps. But on the other hand, the greater amount of space obtained by filling them over and occupying the space in that rectangle, and having it available and accessible and well shelved, and all that sort of thing, I believe would induce me to roof the courts clear over, all of them.

Mr. MADDEN. Will you answer this question for me, please? How much would it cost to put the building up inside of the courts?

Mr. GREEN. I said \$180,000. That is, a separate building, clear up to the top.

Mr. MADDEN. How much would it cost to roof it over?

Mr. GREEN. Carrying it clear out—the present walls of the court instead of the exterior walls of the new building, understand—

Mr. MADDEN. What would it cost? Would it cost as much as the other?

Mr. LITTAUER. The shelving is still skeleton shelving. You can put two stories on now and seven more the next year, as you desire!

Mr. LIVINGSTON. Can you estimate the cost of that roofing independent of your walls?

Mr. GREEN. If I were going to build that roof, I would look at the economy of construction, of course. I would put the roof on the supports of the stacks, and if I were going to build a roof on there and were building only three or four stacks at first I would carry the same supports up.

Mr. LITTAUER. Have you any idea that any extra expense in architectural design or a percentage in covering the cost of the building of this would be incurred by you over there or would you undertake to do it yourself?

Mr. GREEN. I would do most of it myself. Of course, in doing that I would have to have draftsmen.

Mr. LITTAUER. I mean you would have no outside architects or pay a percentage for construction and all that?

Mr. GREEN. I do not need any of that. A gentleman in the Senate did not know that we needed an architect over there to design and construct that building when we proposed to build the National Museum.

Mr. LITTAUER. Your estimate covers how much money for this project? How much has been your estimate? As submitted to Congress it is the sum of \$100,000 here for this particular project of putting in an extra newspaper stack.

Mr. GREEN. Eighty-five thousand dollars, but that would only go halfway up.

Mr. LITTAUER. But that would mean the four separate walls and all that?

Mr. GREEN. Yes.

Mr. LITTAUER. Do you believe that for the same amount of money you could put a roof on there and have it sustained from the foundations up by the skeleton of what would eventually be there? Do you think you could do the same amount of work for that?

Mr. GREEN. I think so.

Mr. LITTAUER. Have you given enough consideration to the entire problem to warrant us yet in taking your opinion to base our action upon, or should not this matter rather be digested more fully than it has been?

Mr. GREEN. No.

Mr. LITTAUER. We do not want to jump to any quick conclusions with respect to this great national monument there.

Mr. GREEN. Of course, I never gave any particular attention to the question of roofing the whole court over, only as you asked me the question. I always went on the basis that the building, perhaps, by the public and the people would be considered as a thing that would be damaged by this court.

Mr. BURLESON. Is this roofing plan to be considered as a departure from the original plan?

Mr. GREEN. No, sir. Let me say, in regard to courts, that if originally we had had two or three millions of volumes of books, a collection anywhere near what we have now, those courts would have been designed differently. The necessary arrangements to accommodate all that sort of thing would have been fixed in. But as it appeared, as near as we could judge, that it would be a generation at least before we would need to encroach upon the courts for accommodations, we built the courts more attractively, with better material, than we would have done otherwise, because the money expended on that would have gone into other parts of the building to accommodate the collections. The building need not have been any larger than it was. The same plan would have answered, and the court design would have been worked out to accommodate all this and a considerable growth afterwards.

We have to take problems as we find them at the time. What we did there was to make provision for books mainly. Whether the Government would or would not develop the Library as it has been doing of late, nobody could tell, and nobody could advise. No librarian could tell you least of all. Probably the most inefficient sources of information as to how to build a building of this kind for their future accommodation would come from librarians. I went around and found what their plans were—what they were worried about. No two of them could agree. Therefore we built the building with great halls. We did not undertake to divide them up. The halls have lent themselves splendidly to that idea.

#### CARE AND MAINTENANCE.

Mr. TAWNEY. Returning to the first paragraph here, Mr. Green, under the head of "Custody, care, and maintenance," I see you estimate for the custody, care, and maintenance of the Library building and grounds \$79,445, practically \$80,000. I figure that that is about 1.3 per cent of the original cost of the building. It is a fireproof building. Is it not built out of the most substantial material?

Mr. GREEN. Yes.

Mr. TAWNEY. I also ascertain from an examination of the appropriation bills for the past and present fiscal years, that for the same sort of work and the same sort of service that you are performing, for the maintenance and care of the Capitol building, which is twice the size of the Library, the cost is only \$65,000, and this is an old building needing constant repairs. I would like to have you explain to the committee why it is necessary for Congress to appropriate \$80,000 for the maintenance of a building of the size and character of the Library building.

Mr. GREEN. I do not know how it is with the Capitol, but the Library building is not much smaller than the Capitol. The Capitol is a long building.

Mr. TAWNEY. What is the area?

Mr. GREEN. The area which it covers is nearly 4 acres, or  $3\frac{3}{4}$  acres.

Mr. TAWNEY. What is the floor space of the Library building as compared with that of the Capitol building?

Mr. GREEN. Over there it is about 8 acres, the interior and under-floor space. I do not know what the Capitol floor space is. My figures as to the Library do not include the bookstacks.

Mr. TAWNEY. You have 18 watchmen in that building?

Mr. GREEN. Yes.

Mr. TAWNEY. We have six in the Capitol building. Is it necessary for you to have 18 watchmen?

Mr. GREEN. Yes; it is proper.

Mr. LITTAUER. Our policemen do work similar to the work the watchmen do.

Mr. GREEN. We call them watchmen, but they are policemen. They have the right to make arrests under authority of the Metropolitan police, and they do it.

Mr. TAWNEY. These 18 watchmen are all special policemen?

Mr. GREEN. Yes.

Mr. TAWNEY. What compensation do you pay them?

Mr. GREEN. Seven hundred and twenty dollars a year. We call them watchmen because we have always done it.

Mr. TAWNEY. This item of \$80,000, in round numbers, does not include materials or fuel. It is simply for the clerical force and the labor connected with the superintendence. It does not include any fuel?

Mr. GREEN. No; it does not include any fuel.

Mr. LITTAUER. You include the \$32,500 for fuel, lights, and miscellaneous expenses in that \$80,000?

Mr. TAWNEY. No, sir.

Mr. LITTAUER. That is simply for your clerical force and your watchmen and engineers and electricians and labor force? That also includes your elevator force? The total amount for your own organization, as you will find it on pages 52 and 53, covers your clerks, messengers, watch force, laboring force, cleaning force, engineers, electricians, and such men as elevator conductors?

Mr. GREEN. Yes.

Mr. BURLESON. And carpenters and painters?

Mr. GREEN. Yes; that is right.

Mr. TAWNEY. Now, the thought occurred to me that this was an extravagant allowance for the work incidental to the care and custody of a building of the character of that building. Of course I

appreciate the fact that it has got to be kept clean, and that you must have sufficient force to heat it and to operate your elevators; but in view of the cost and care of the Capitol building here, it did seem to me it is an extravagant allowance.

#### CLERICAL FORCE.

Mr. TAWNEY. I notice you have a chief clerk and three more clerks in your office.

Mr. GREEN. I am disbursing officer for the whole institution, disbursing a half million dollars a year, and I am also disbursing officer for the Botanic Garden. That is all under me. I am under bond.

Mr. BURLESON. This commenced with \$51,000 in 1898.

Mr. TAWNEY. Were you the disbursing officer in 1898 for the Botanical Garden and the Library?

Mr. GREEN. Yes, sir. That accounts for the number of clerks, three clerks.

Mr. TAWNEY. Do the clerks in your office over in the Library building disburse the salaries to the employees?

Mr. GREEN. Yes; the whole Library; all Mr. Putnam's expenditures and appropriations are under my charge. That is under the law.

Mr. TAWNEY. How much did you say you disbursed?

Mr. GREEN. All the appropriations for the Library. That is nearly half a million dollars.

Mr. TAWNEY. Almost half a million?

Mr. GREEN. Yes, sir.

Mr. LITTAUER. That accounts for your clerical force?

Mr. GREEN. Yes.

Mr. LITTAUER. Is that clerical force a busy force?

Mr. GREEN. Very busy; they work overtime often.

#### ENGINEERS.

Mr. TAWNEY. How many engineers have you?

Mr. GREEN. I have four. I have a chief engineer and four assistants.

Mr. TAWNEY. How many boilers have you in that building?

Mr. GREEN. Sixteen.

Mr. TAWNEY. Are they assembled in one room?

Mr. GREEN. They are assembled in one room, two batteries. We run one battery at a time, eight boilers at a time.

Mr. TAWNEY. The engineers do not have anything to do with the firing of the boilers, do they?

Mr. GREEN. They have charge of it.

Mr. TAWNEY. What engine do you have there that requires five engineers?

Mr. GREEN. Well, they have to do with the whole apparatus of the building—the heating and everything else—as well as the engines.

Mr. TAWNEY. You heat by steam, do you not?

Mr. GREEN. By hot water. Indirectly steam is used to warm the water.

#### FIREMEN.

Mr. TAWNEY. The firemen attend to the firing of the boilers that generate both the steam for hot water and heating, do they?

Mr. GREEN. Yes.

Mr. TAWNEY. What engines have you over there—of what capacity?

Mr. GREEN. We have three 140-horsepower steam engines, one 135-horsepower engine connected with the generators for electricity, and then we have two large steam pumps; two large ones. One is for the operation of the elevators. We have several elevators, and one for the house supply.

Mr. TAWNEY. How many engines does one engineer take care of?

Mr. GREEN. All of them. They have to be there twenty-four hours. The apparatus has to be kept under steam and under careful watch and control to see that no accident happens to it. Our heating apparatus extends all through the building, nearly 4 acres of space. It has to be carefully attended to. We have a considerable plumbing outfit.

Mr. LITTAUER. Is your force an efficient one?

Mr. GREEN. Yes.

Mr. LITTAUER. Has it any dead wood that you could dispense with?

Mr. GREEN. No, sir. They are busy men. It is difficult for me to explain just what they do and why they do it.

Mr. LITTAUER. Could you economize to the extent of \$10,000 in the care of this work?

Mr. GREEN. No; I do not think it could be done, giving the machinery and the building proper attention. We do not have many repairs to make, because it is kept in perfect order.

#### SUPERINTENDENT OF THE LIBRARY BUILDING AND GROUNDS.

Mr. TAWNEY. How much time do you give personally to your work over there in the Library?

Mr. GREEN. I can not answer that except to say that I am employed all the time.

Mr. TAWNEY. You are the architect employed in the construction of the National Museum building?

Mr. GREEN. I am doing that as general contractor for the Government. I have been in the business so long that I do business for Uncle Sam in that way.

Mr. TAWNEY. You get extra compensation for that over and above your salary?

Mr. GREEN. I get \$2,000 a year for that.

Mr. TAWNEY. Do you do any work for outside parties in addition to that?

Mr. GREEN. Outside of the Government service?

Mr. TAWNEY. Yes.

Mr. GREEN. Very little, except when my friends sometimes want me to help them in things that I happen to be personally interested in. Just now some people that I know have come after me at the Raleigh Hotel, where they are building a little addition to it.

Mr. TAWNEY. Did you not also superintend the construction of the New Willard Hotel?

Mr. GREEN. I did look after it for the owners. They are friends of mine. I have not time to do business of that sort regularly, to make a business of it, but——

Mr. TAWNEY. Are you employed as superintendent of construction of the State capitol at Harrisburg, Pa.

Mr. GREEN. No, sir; I simply act as general adviser to the commission. I simply went to their meetings once or twice a month.

Mr. TAWNEY. In addition to your salary you are compensated for your work that you do outside?

Mr. GREEN. Yes; I get something for it.

Mr. TAWNEY. You have in the Library over there catalogues and souvenir cards printed and sold, have you not?

Mr. GREEN. You mean down at the entrance door, perhaps?

Mr. TAWNEY. Yes.

Mr. GREEN. There is a stand there where a man is allowed to sell to the guides to the Library only, not generally.

Mr. TAWNEY. Who prints them?

Mr. GREEN. I think there are only four or five of them. One is printed by Curtis & Cameron for the guides of the Library.

Mr. TAWNEY. Who pays for the printing of them?

Mr. GREEN. It is their own affair. We have nothing to do with it.

Mr. TAWNEY. Do they pay any fee to the Librarian or to you for the privilege of selling those things to the people?

Mr. GREEN. Not to me or to anybody that I know of. There is one person there selling those.

Mr. TAWNEY. Who is the person that sells them?

Mr. GREEN. A man by the name of Fracker.

Mr. BURLESON. Is he an employee of the Government?

Mr. GREEN. No, sir. We had a great deal of bother about the business in the beginning. People wanted to come in and sell everything, and even wanted to set up a barber shop and a stand for glasses and souvenirs. I held them down as much as I could, and finally I allowed three or four of them there. People recommended them. After a while, after seeing how things would work, I condensed the whole thing to one stand and kept them down to selling things only connected with the Library, except Rand & McNally's guidebook and Foster's account of the Library.

Mr. BRICK. They sell reproductions of the mural paintings, do they not?

Mr. GREEN. They did for a time. I have tried to keep that out entirely, but between 2,200 and 2,300 people come there, to the Library, every day. Probably never less than 1,000 people come there every day. They come in groups, and they want something to take away with them and preserve about the Library. These are publications that people have made on their own hook. We have nothing to do with it whatever. They have never been restricted to selling anything they please; but I would not, so far as I could control, allow them to sell anything that was not true about the building. They sell photographs there, and they have been making reproductions and selling them on their own hook. They finally got the rivalry among themselves changed a little bit, and one fellow would get up a little more elaborate and attractive set of copies of paintings than the others, and finally they said we were showing favor to one to the prejudice of the other, and I said, "We will stop all that—the reproductions of pictures—and we will have nothing sold in here but printed guidebooks."

## CARE AND MAINTENANCE.

**Mr. TAWNEY.** Now, Mr. Green, you are a practical engineer, and are not only familiar with the cost of construction of public buildings, but also with the expense incident to the care of them. But you have not answered the question as to why it is necessary to spend the enormous sum that we are appropriating here for the care of that building. Could it not be done for less if personal supervision were given by the man in charge?

**Mr. GREEN.** It is under my supervision. I know what they are all doing. I do not know how I could do with less. We have to start with, say, 18 watchmen. The building is very large. The public goes through a considerable portion of it. The collections in there and the character of the interior, it seems to me, are something that appear to need the exhibition of a blue coat in brass buttons for its effect on the crowds of visitors that go there. The three doors take a watchman at each door. They take care of their umbrellas, and see after them when they come in, and answer questions of visitors.

The man at each door, although a watchman, is used also to count and take care of materials that come in the Library. He is kept very busy. Four other men, and often only three, are used to patrol the outside wings, the reading room, gallery, and the exhibition halls, up and down. As you will go through there you will see very few watchmen; it may be hard to find them, but still they are there. Six of them are there on duty all the time from 8 o'clock in the morning until 4 in the afternoon. Then from 4 o'clock in the afternoon until 10 o'clock at night the same number are employed. From midnight to 8 o'clock in the morning I have two watchmen at the doors. That seems to be few enough. If you will put the two services together you will find there are 18 men, but in practice we never have more than 15 available on the average. Their annual leave takes a man and a half off the 18, and sometimes one or more of them are sick.

**Mr. TAWNEY.** They usually take their sick leave, too, do they not?

**Mr. GREEN.** They do not get it from me unless they are sick.

**Mr. TAWNEY.** You say your clerical force is on account of having to disburse all the appropriations made for the Library and the Botanic Garden. I thought the Botanic Garden was under the control of the Superintendent of the Capitol Building and Grounds.

**Mr. GREEN.** He approves all the vouchers and the pay rolls. Under the law I have to disburse all the money for the appropriations for the Library and all other matters that come under the control of the Joint Committee on the Library. The Botanic Garden is one of those things. If they have a monument to erect down town, or anything in which they have control of the appropriations, we have to look out for it. So far as taking care of these funds and the disbursements are concerned, that is a small matter for them, because the monuments are not numerous.

## LABORERS.

**Mr. LITTAUER.** Now you have discussed so far the force of clerks and watchmen. I notice you have a force of 15 laborers. What do they do?

Mr. GREEN. They are employed in the building and in the cleaning and moving and taking care of the grounds. For instance, this morning they are all shoveling snow. They are pretty busy at it. Then they climb over the roof and look out for that, and they have some little repairs to make, and they move the freight for the Library itself. The Library has nobody of that kind, and it has nobody to do any cleaning work. The Librarian has a few messengers, I think, but no laborers. We do all the work for him. We take care of the office rooms as well as the main halls and the exterior of the building and the public spaces.

SUPERINTENDENT OF THE LIBRARY BUILDING AND GROUNDS.

Mr. TAWNEY. Now, one question further in regard to your own personal service. You say you are employed in an advisory capacity by the commission having control of the construction of the new State capitol at Harrisburg, Pa.?

Mr. GREEN. Yes, sir.

Mr. TAWNEY. And that you attended the meetings of the commission?

Mr. GREEN. Yes, sir.

Mr. TAWNEY. How often do you attend those meetings and when and where were they held?

Mr. GREEN. They were held at Harrisburg about once a month. I went up other times, too.

Mr. TAWNEY. How long has that employment continued?

Mr. GREEN. It is ended now.

Mr. TAWNEY. How long has it been?

Mr. GREEN. About three years.

Mr. TAWNEY. What compensation did you receive for that service?

Mr. GREEN. That is a private matter, but I have no objection to telling you. I received \$4,000 a year and my traveling expenses.

People come at me once in a while to answer a question professionally, and I sometimes do it. I am not engaged in supplying anything of that sort. I have too much else to do. I have worked for the Government all my life.

Mr. BRICK. How long a time did these meetings take?

Mr. GREEN. One day. I simply went in the morning and came back in the afternoon. While I am here, so far as my personal services are concerned, if you want to consider whether I am working for Uncle Sam or not, I suppose I can be found over at the Library more hours in the twenty-four than anywhere else. I am a sort of a night owl, and I work at all times. Other branches of the Government consult me once in a while. I have been here nearly thirty years in this sort of business for the Government, besides a good many years elsewhere before I came here. I suppose the compensation given me for the Museum building, as for an extra and laborious undertaking, was based somewhat on the theory that I was already receiving a salary. What I get on the Museum, I tell you frankly, I consider a bagatelle in comparison with the service rendered.

Mr. TAWNEY. How much time do you devote to the National Museum?

Mr. GREEN. I can not put it down in hours and minutes. I should say all the time. I am in constant communication with the people

there, and make visits frequently. I am disbursing officer for that on my own account. Here in the Library with me I have two clerks on that job. I am disbursing half a million dollars on that per year.

Mr. BURLESON. The same force?

Mr. GREEN. No, sir; their own people. I am able in a way to help both ways. When a rush comes, in an emergency, I get these other people over there at the Library to turn in on it. They all know how to do the whole thing. My chief clerk for the Museum is as good a chief clerk as there is in Washington. He is well trained and well educated, and he did that himself. Another of these clerks is a clerk from the Treasurer's Office, one of the best men they had there, and when my former chief clerk died I was fortunate to get him, because I could pay him \$200 more than he was getting there. He is my chief clerk, and he has had to give attention all the time to all the details of this pretty complex disbursing business. I am under \$30,000 bond for the Library under the law. I am under \$50,000 bond for the work on the Museum building. They put it up at that. I do not know why they should, but I pay the cost of the bonds out of my own pocket.

I do not know of any member of the committee heretofore inquiring about my personal affairs, but—

Mr. TAWNEY. It was not to reflect at all upon you, Mr. Green; but it was a question of how much time you were giving personally to the care and management of the Library building, for which the Government was paying you the salary.

Mr. GREEN. I have been just about forty-three years with the Government in this sort of business, from boyhood up—that is, from my professional school—and I have been here twenty-eight years of that time, and I have been engaged in this sort of thing. Now, of course, my long experience in this way with these things makes it rather easy for me to do a good deal. I can not tell how many hours I spend on each thing. These things are always on my mind.

Mr. TAWNEY. The very large amount appropriated annually for the care and custody of one building of that character suggested to my mind the thought that possibly there might be some decrease effected in that cost.

#### CARE AND MAINTENANCE.

Mr. GREEN. I was explaining that, of course. I explained about the watchmen and the clerks and the laborers. There are fifteen of those. Those fellows get \$40 a month—that gang. There are three or four other laborers, skilled laborers, with the mechanical side of the building—plumbing and repairs of the machinery, and electrical and steam work. Now, we take care of the building with that force. I hardly ever have to go outside to hire anything to be done.

Mr. TAWNEY. But the appropriation is constantly and rapidly increasing?

Mr. GREEN. Has it increased much since the Library has got well on its feet—in the last three or four years?

Mr. TAWNEY. Since 1898 it has increased about \$30,000.

Mr. GREEN. It might well have done that, because we started off with a small appropriation, because we had but little to do then.

Mr. TAWNEY. But more people were visiting the Library in the first two years after it was opened than there are to-day, were there not?

Mr. GREEN. Not to any great extent. It might show a difference of a hundred or so per day.

Mr. TAWNEY. Have you the same force of engineers and watchmen all the time?

Mr. GREEN. It has not increased.

Mr. TAWNEY. Have you had the same clerical force in your office over there that you had all the time?

Mr. GREEN. I have one more clerk than I had at the beginning, because I have more to do, and they gave me one.

Mr. BURLESON. You have five?

Mr. GREEN. No; four. One of them is a sort of draftsman. He does both kinds of work. He can help me out in the matter of drawings that I have to make. He made these drawings [indicating].

Mr. TAWNEY. Have you the same number of charwomen that you had in 1898?

Mr. GREEN. No; a larger number. I have 47 or 48 all together now. That is probably one-third more than there were in the beginning. They are a busy lot of women. If there are any charwomen about the city that are doing any more work than they are, I have not heard of them.

Mr. LITTAUER. I would like to ask you one question in this character of inquiry. Are any of these men—engineers, electricians, and men of higher grades that you have employed there—occupied in any other work except work connected with the Library?

Mr. GREEN. No. My men are useful to the Library itself in many ways. They go in and do things that they have nobody else qualified to do in the Library. The electrician is a mechanic. If he is a good man he can do more than one thing. Whatever they are doing is done for the Library. They are not employed anywhere else. They put in eight hours a day there, or more.

#### CLERICAL FORCE.

Mr. BRICK. Colonel Green, I do not know whether it has been answered or not, but can you give the duties of these four clerks—what they do aside from the disbursing? I take it that to disburse this amount of money would not take all their time.

Mr. GREEN. It does take up nearly all the time. Of course, we have some correspondence also.

Mr. BRICK. Is that about all they have to do—to disburse that money?

Mr. BURLESON. Twenty thousand dollars for the Botanic Garden, and how much for the other things, did you say?

Mr. BRICK. How much do they disburse for the Library, Mr. Green?

Mr. GREEN. Nearly half a million dollars a year. Now, there are 240 people in the Library proper: charwomen, 45, and 15 laborers; and all told in our force there are about 110 or 115 individuals of all sorts. The pay rolls have to be made up carefully, and payments are made twice a month. There is no end of vouchers for detail expenditures of all kinds, purchases of books and expenditures made by the

Librarian himself, as well as our own expenditures. That keeps the force pretty busy.

Mr. BRICK. How long do they work a day?

Mr. GREEN. From 9 o'clock until half past 4, theoretically, and often longer than that. They never work less than that.

Mr. BRICK. Are any of them engaged in any other employments around the Library?

Mr. GREEN. No, sir.

Mr. BRICK. Do they receive any other compensation for any other work whatever?

Mr. GREEN. None that I know of; no. I was asked by the chief clerk of the Library the other day if I saw any objection to two or three of my people, whom he thought were perhaps particularly available for expert work, to be employed from that extra fund which the Librarian has—a fund of \$2,000 a year for employing "extra special services." I think that is the language. They are employees for special work, and the chief clerk picks out people here and there for a few days to do special work that his own force can not do. He asked me if I had any objection to their being employed outside in the evening. I said, "Of course I have no objection; after their hours are over with me I do not care what they do."

Mr. BRICK. Are they employed?

Mr. GREEN. I do not think so. That was only asked me about two weeks or ten days ago.

Mr. BRICK. Are these draftsmen or just clerks?

Mr. GREEN. One of the clerks is a draftsman. That is his business. He was brought up to it. He is a good man. He made these sketches [indicating]. He is employed as a clerk and draftsman. He gets \$1,400 a year. I needed somebody there, but not at drafting all the time. This man probably works three-quarters of the time on clerical work.

Mr. BRICK. He works in a dual capacity?

Mr. GREEN. Yes.

Mr. LITTAUER. Does he make drawings of cases and things of that kind?

Mr. GREEN. Yes, sir.

#### FUEL, LIGHTS, ETC.

Mr. LITTAUER. Now, in the fuel, light, miscellaneous repairs, and supplies item you have reference books and stationery and incidental expenses in connection with the custody, care, and maintenance of the building and grounds. What reference books do you buy?

Mr. GREEN. The city directory and nothing else.

Mr. LITTAUER. So that is an inconsequential amount?

Mr. GREEN. Yes. I got a copy of that once, and the Comptroller caught me up on it. I had to put that language in so that it could be bought.

Mr. TAWNEY. It might be put in as a city directory, then?

Mr. GREEN. Yes; I can get all the other books I want from the Library.

Mr. LITTAUER. Why can you not get the city directory from the Library?

Mr. GREEN. They have to buy it themselves.

Mr. TAWNEY. How much fuel do you purchase under this appropriation?

Mr. GREEN. About 3,400 tons or 3,500 tons, I should think, I bought this year.

Mr. TAWNEY. Where did you get it?

Mr. GREEN. From the dealers in town here. We advertise for it every year.

Mr. TAWNEY. Is there any competition in bids?

Mr. GREEN. Oh, yes. We advertise in the newspapers. We get all that come, sometimes four and sometimes six or eight.

Mr. TAWNEY. What do you pay a ton?

Mr. GREEN. I do not recollect exactly what it is this year, but it is something like \$5.30—something like that.

Mr. TAWNEY. Is that delivered at the Library?

Mr. GREEN. Yes; delivered and dumped into our vaults.

Mr. LIVINGSTON. Are these bids straight or do they contain rebates?

Mr. GREEN. They are straight; there are no rebates.

Mr. TAWNEY. How many tons did you say?

Mr. GREEN. I think this year it amounts to 3,500 tons. It makes the total expenditure for that something like \$17,000 out of \$32,500 that we got.

---

THURSDAY, February 8, 1906.

### CIVIL SERVICE COMMISSION.

#### STATEMENTS OF MESSRS. ALFORD W. COOLEY AND HENRY F. GREENE, CIVIL SERVICE COMMISSIONERS.

##### "CONFIDENTIAL" CLERKS.

Mr. LITTAUER. Mr. Cooley, before taking up the regular work here, I desire to ask you what a "confidential clerk" in the language of the Civil Service Commission means, and what particular exemptions are there for clerks called "confidential?"

Mr. COOLEY. Mr. Chairman, it is rather difficult to define just what a confidential clerk is. My recollection is that the only confidential clerks who are excepted—

Mr. LITTAUER. I mean as it has a bearing on appointments and discharges.

Mr. COOLEY. All I can say is that certain officers are entitled to so-called "confidential clerks." They appoint the clerks and say they are confidential. We have no means of inquiring just what their duties are.

Mr. LITTAUER. Those officers are thus designated by law or by regulation?

Mr. COOLEY. They are designated by the civil-service rules promulgated by the President.

Mr. LITTAUER. Take, for instance, a clerk who is taken out of the ordinary service of a department and called a confidential clerk, and who thereby secures an increase of salary, and in a change of Secretary or whoever may be at the head of the bureau or department his services may no longer be required. Is he out of the civil service unless he accepts the designation of "confidential clerk?"

**Mr. COOLEY.** He can be reinstated to the position he previously held.

**Mr. GREENE.** Or to another position.

**Mr. COOLEY.** He is eligible to reinstatement in the classified service.

**Mr. LITTAUER.** But of course he can not be reinstated unless there is a vacancy?

**Mr. COOLEY.** Of course there would be no money to pay him with.

**Mr. GREEN.** There is no difficulty about vacancies, however.

**Mr. LITTAUER.** Do you remember who is entitled to have confidential clerks?

**Mr. COOLEY.** I would not attempt to give the list without a copy of the civil-service rules. If I had the rules here I could point out the paragraphs very readily, but I could not attempt to recite them.

**Mr. LITTAUER.** Is it a pretty broad field, as your remembrance goes?

**Mr. COOLEY.** No, sir; there are comparatively few of them; very few outside of the city of Washington.

**Mr. LITTAUER.** Yes; but we find a growing practice here of estimates for additional confidential clerks.

**Mr. COOLEY.** I may say that I myself have very little sympathy with the talk of confidential positions. There is no office in the Government in comparison with its size where there is more confidential work done than in the Civil Service Commission, and we have not a confidential clerk or an excepted place, and we do not want one.

**Mr. LITTAUER.** In other words, you find that when a clerk has remained in a Department long enough to get to a high grade of work he generally treats the work of the Department in confidence?

**Mr. COOLEY.** Yes; a man who has been in the Department six months would not have any difficulty, in my judgment, in finding for his work somebody of whom with perfect confidence he could say that he is a confidential clerk.

**Mr. BRICK.** Is there anything under the Department of State requiring secrecy to the extent that it would make it a good thing there to have confidential clerical service?

**Mr. COOLEY.** I would not attempt to answer that, because I know nothing about the State Department, and consequently my opinion on that would be worthless. I have had absolutely no experience as to how foreign affairs are conducted, and my opinion would not be of the slightest value in cases of that kind. I merely wish to be understood as referring to the ordinary routine work under an ordinary bureau chief.

**Mr. LITTAUER.** Well, for instance, the Commissioner of Indian Affairs?

**Mr. COOLEY.** I do not see particularly why he should have any confidential clerk.

**Mr. LITTAUER.** In the general transaction of public business there is as much confidence to be imposed in one bureau as in another?

**Mr. COOLEY.** Yes. I understand, though, that the Secretary of State might have occasion for greater secrecy than other Departments. There are things there, you know, which might create great trouble if they got out. Take our work. It is of a highly confidential character. If one of our clerks, for instance, sold an examination paper to an applicant, it would be an unfortunate thing for

the Commission, but if it was detected, of course no great harm would be done. We would punish the offender and perhaps strike off the eligible list the man who attempted to benefit by the transaction.

Mr. LITTAUER. Could you point out for us the statement or paragraph in the regulations under which confidential clerks are appointed?

Mr. COOLEY. Yes, sir.

Mr. LITTAUER. Has it been enlarged a little?

Mr. COOLEY. I do not recall of its being enlarged since I have been on the Commission, and that is over two years now.

#### SALARIES—FIELD FORCE.

Mr. LITTAUER. Now, then, on page 57 of the book you have before you, we find the estimates of your Commission. They have been transferred to a greater extent than usual, especially since we began in such a progressive way to give you additional help, and you now seek to amalgamate them in a mass of a lump-sum character.

Mr. COOLEY. Our reason for that is this: We have specified exactly the number of clerks we want of each class.

Mr. LITTAUER. You have made one class of your force instead of three classes.

Mr. COOLEY. That is the most important thing, on the whole, in arranging the work of the Commission. We have a very limited field force, and the result has been that we have not been able to give a promotion to clerks in that force for a year and a half.

Mr. LITTAUER. How many are there in your field force?

Mr. COOLEY. Thirty-three. We are not going to be able to hold all of those men after the 1st of July. We have only held them hitherto by making a statement to them that we were going to ask for this consolidation. If it is made we can put a promotion where we want it. If there is a \$1,200 vacancy, for example, and a man deserves it, we can promote him to that position.

Let me give you a specific case. We had a young man in our office getting \$900 a year. He was a competent stenographer and a good, bright fellow, and had been in the division of the office here where they handle the District work. They wanted a man in Chicago, so they sent him out there. That was over a year ago. He is still getting \$900, and clerks who were below him in the office here are now well up in the \$1,000 class.

Mr. LITTAUER. Could you not transfer men in your ordinary force to the field force?

Mr. COOLEY. We do not want to transfer the young man I have referred to. We want to keep him in the field force.

Mr. LITTAUER. Why do you not come here and ask us for a larger number of higher salaries?

Mr. COOLEY. If we could regulate matters so that our vacancies occur on the 1st of July every year that would answer. Here, for example, is a vacancy for some one in a \$1,200 place. If we were allowed to do it we would promote one or two men, one now in Philadelphia and the other in Cincinnati, but we can not do it to-day. We have to promote some one in the office. The vacancies may not tally in the right way. If I make myself clear—

Mr. LITTAUER. Your whole object is promotion?

Mr. COOLEY. Our object is to make our promotions in a way that will be for the best interests of the service. We are not asking for any more money. We are specifying the number of clerks we want, and we are going to reduce the number of clerks in all the divisions, but we want to make our promotions in an equitable way.

Mr. LIVINGSTON. Why do you not make your force in the field and in your office as you want it, in different groups? Do that in your estimates, and let us act upon it.

Mr. COOLEY. It seems that is perfectly impossible to do.

Mr. LIVINGSTON. Why can you not separate your forces?

Mr. COOLEY. Suppose we did that, and a \$1,200 vacancy occurred?

Mr. LIVINGSTON. I mean separate them entirely, and do not treat them as the same class at all.

Mr. COOLEY. Here is the practical difficulty: Our man at Cincinnati, for example, is getting \$1,000. He is worth more—

Mr. LIVINGSTON. Give him more.

Mr. COOLEY. We can not under the law.

Mr. LITTAUER. If there is a vacancy to a \$1,400 place in your force here, you can give it to him, and then detail him to Cincinnati and give him that salary.

Mr. COOLEY. I do not think we can do that.

Mr. LITTAUER. Then you can come here and state to us that you want to have your force reorganized and eliminate such as you do not want and ask us for such increases as you need.

Mr. COOLEY. The Comptroller has stated to me informally that it is his judgment that that can not be done.

Mr. LITTAUER. You mean you can not appoint a man to your office force here and detail him to do work elsewhere?

Mr. COOLEY. Yes; outside of Washington. Perhaps I fail to grasp the point. I do not see the objection of the committee to consolidating these estimates.

Mr. LITTAUER. On that theory we might take every bureau in the War Department, ten in number, one having two clerks of class 4, and one three, and one seven, and all along that way, and put them in one big block. Vacancies would come frequently, and they could make promotions.

Mr. COOLEY. We are not the War Department. We have only 180 persons altogether.

Mr. LITTAUER. It has a greatly increased number to-day compared with what you had a few years ago.

Mr. COOLEY. We are not complaining as to that. We can do the work with fewer clerks than we have, and on that account we are asking for less money; but the work all hangs together. We have three divisions in the office, application, examining, and appointment divisions, but the estimate is made for the whole three divisions. The rural carrier division, for example, is now just as much a division of the office as the division of appointments, yet it is estimated for separately.

Mr. LITTAUER. We brought into this the rural force and the field force?

Mr. COOLEY. Yes.

Mr. LITTAUER. Those are well-defined forces, but they are doing the same work now as before. You want to amalgamate all these forces

together into one bulk; but that would take from us a supervision which we usually desire to have over work such as you are carrying on. We had it formerly in detail, and then we divided it into three parts, and now you want it combined into one lump sum.

Mr. COOLEY. It is not a lump appropriation, as I understand it.

Mr. LITTAUER. It is a lump force appropriation.

Mr. COOLEY. No; we specify exactly the number of clerks we want of each class. We do not say we want so much money for clerical hire, but—

Mr. LITTAUER. You lump together your force?

Mr. COOLEY. Yes; we lump together our force, because we have only thirty-three people in the field. You can readily see, in a force of that kind, that we can not make promotions fairly. These men are not getting fairly what they are entitled to, and it is going to be difficult to hold them.

Mr. LIVINGSTON. I do not understand you and you do not understand us. Now, as to that man in Cincinnati—

Mr. COOLEY. Yes—

Mr. LIVINGSTON. What class does he belong to in here?

Mr. COOLEY. You mean in the old appropriation?

Mr. LIVINGSTON. No; here.

Mr. COOLEY. He belongs to the \$1,000 class, thirty clerks.

Mr. LIVINGSTON. You tell me under the law you can not put that man at \$1,200?

Mr. COOLEY. No, sir; not as it stands to-day, because there is no vacancy in the field force at that salary.

Mr. LIVINGSTON. That makes no difference. Is he not in your regular force?

Mr. COOLEY. Yes.

Mr. LIVINGSTON. Can you not begin at the bottom of that force and promote still to the top? Have you no vacancies by death or resignation?

Mr. COOLEY. We can promote to the \$1,200 class, and bring the man to Washington; but we do not want to do that.

Mr. LIVINGSTON. Is he not as much on your roll as anybody in Washington?

Mr. COOLEY. Precisely.

Mr. LIVINGSTON. And is he not qualified the same?

Mr. COOLEY. Yes.

Mr. LIVINGSTON. Why not bring him to Washington?

Mr. COOLEY. The Comptroller says we can not do that.

Mr. LIVINGSTON. If we put the language in here to that effect, he will agree to it?

Mr. COOLEY. If you will allow us to detail our force as we please, we are perfectly willing to have it separated. If you will do that, that is exactly as satisfactory.

Mr. LITTAUER. Then we can get the result of your details as experience proves to be necessary, and have a proper oversight still over the force, which we would not have if we lumped it together.

Mr. COOLEY. If it is more satisfactory to the committee to do it that way, I have no objection to it.

Mr. BURLESON. How many men have you in the field?

Mr. COOLEY. Thirty-three.

Mr. LIVINGSTON. Doing similar work?

Mr. COOLEY. Yes. The work in New York City, though, for example, is rather different from the work in Chicago. The customs work in Chicago is comparatively light, whereas the customs work in New York City is heavy. Then, of course, New York City is a big office. We have eight clerks there.

Mr. LITTAUER. They do the same work of examining and supervising?

Mr. COOLEY. Yes; and in a general way it is the same character of work.

Mr. LIVINGSTON. Are they given similar compensation?

Mr. COOLEY. No; the compensation varies just as the compensation of the clerks in our office varies, according to the amount of work and the amount of responsibility. For instance, there are three examiners in charge of districts getting \$2,200. Then there are four examiners getting \$2,000 each, and the rest are getting \$1,800. The \$2,200 men get more because the districts are larger and they have to handle more men.

Mr. LITTAUER. Perhaps you had better go over your proposed changes and re-form the estimates. We would like to have the estimates re-formed on the basis of our old method.

Mr. COOLEY. I understand the committee has no objection to putting a clause in the appropriation bill that will authorize us to detail men out of or into our office, just as the Commission sees fit?

Mr. LITTAUER. You have the written opinion of the Comptroller that you can not do that now?

Mr. COOLEY. No, sir; we have not.

Mr. LITTAUER. Then I feel that you had better make the experiment.

Mr. COOLEY. I do not think that is quite fair to the clerks. If we send a clerk out there and he tries to draw his pay at the end of the month he can not do it, and he loses a month's pay. That is a pretty tough proposition to put up to a man drawing only \$900 a year. He would lose his month's pay.

Mr. LITTAUER. The law provides for an advance opinion on the part of the Comptroller, and you can get an advance opinion from him on that.

Mr. COURTS. If you have a disbursing agent, he can submit the question to the Comptroller for an opinion in advance. The Dockery law provides for that.

Mr. COOLEY. The Comptroller has refused to pass on questions until they are submitted formally.

Mr. COURTS. This is a new statute, and your disbursing officer has the right, under the law, to ask for a decision under it. If he gives it to you, the accounting officers will be bound by it.

Mr. COOLEY. Then we will ask for an opinion on the case. At all events, we will submit our estimate in the amended form you ask for, with the understanding that if the Comptroller's opinion is adverse you will make it so that the force can be detailed as the Commission sees best. (See page 146.)

Mr. LITTAUER. Submit it, and we will take it up in connection with this one.

Mr. COOLEY. Yes. It is almost imperative that that should be cleared up, if we are going to carry on our work. It is almost impossible to keep these people at the salaries we now pay them.

Mr. LITTAUER. This force is not a new force?

Mr. COOLEY. No. In years past they were not carried on our rolls. We had a perfectly ridiculous system then. We had, for example, a clerk working for us in Chicago, and if we thought he ought to have more compensation we would go to the Post-Office Department and ask them to raise his salary. The Post-Office Department would not know anything at all as to whether the man was satisfactory or unsatisfactory, but would merely have to take our word for it.

Mr. LITTAUER. You say there is no increase of force?

Mr. COOLEY. We are cutting out a place here. We are cutting out a place at \$2,250, and are putting in a place at \$1,000.

Mr. LITTAUER. You have had two chiefs of division at \$2,000. You had two chiefs of division at \$2,000 each, and one rural agent for Rural Carrier Examining Board at \$2,250, and now you want three chiefs of division at \$2,000, thereby saving \$250?

Mr. COOLEY. No, sir; we had one on the board of examiners of rural carriers at \$2,250. That is eliminated entirely.

Mr. LITTAUER. You want a chief of division in place thereof?

Mr. COOLEY. No, sir; we want nothing in place thereof. We cut that out entirely.

Mr. LITTAUER. Why do you want this extra chief of division?

Mr. COOLEY. We do not want an extra chief of division. We are merely changing a title. We have to-day in our office an assistant chief examiner and two chiefs of division, a chief of the rural carrier examining board, the rural agent for the rural examining board. We are changing the title to the chief of division, because he is chief of that division. We thought it advisable to have his title explain more accurately what his duties are.

Mr. LITTAUER. You reduce him \$250?

Mr. COOLEY. No, sir; we do not, Mr. Chairman. We give him exactly the same compensation.

Mr. LIVINGSTON. You just change his title?

Mr. COOLEY. Yes. Here it is: "One chief of board of examiners of rural carriers;" we drop that out.. We change the rural carrier examiner to the chief clerk.

Mr. LITTAUER. You drop the chief clerk of the board of examiners and call him chief of division?

Mr. COOLEY. That is correct.

Mr. LIVINGSTON. If that change is made, how many clerks would this chief have under him?

Mr. COOLEY. Twenty-three. It is a fair-sized division.

Mr. LITTAUER. You will recast your estimate on the lines of the present law, so that we can have it all before us?

Mr. COOLEY. Yes, sir; I will, Mr. Chairman. I will send it up in that shape.

Mr. LITTAUER. Are there any other changes that you want to call our attention to?

#### SALARIES—OFFICE FORCE.

Mr. COOLEY. Yes. We had a hump in the office at \$1,200 grade.

Mr. LITTAUER. A what?

Mr. COOLEY. A hump. [Laughter.] What I mean by that is that there were so many clerks in that grade that they got to that point

where promotions would be very slow. We ask that those \$1,200 places be abolished and \$1,400 places substituted in their place.

Mr. TAWNEY. That removes the hump at the expense of the Government? [Laughter.]

Mr. COOLEY. No; we are asking for less money than before, and we are entitled to some consideration on that account, and we are going to make a further cut. We are going to cut off \$4,500 from last year. Then there is a reduction from \$1,700 to \$1,600. That is of no importance, however.

Mr. LITTAUER. You are dropping your law clerk?

Mr. COOLEY. Dropping him from \$2,000 to \$1,800.

Mr. LITTAUER. You call him now simply a clerk of class four?

Mr. COOLEY. Yes. We are willing to have you cut out three \$840 clerks. We hope, however, that you can give us three \$2,000 places instead of three \$1,800 places; that is to say, reduce the number of clerks of class four by three and increase the number of examiners at \$2,000 by three. We feel very strongly that we ought to have two or three more highly paid places in our office. We have some extremely valuable men there that we are very anxious to hold. They are very highly educated men, and we rather feel that as we are cutting out the three \$840 clerks we might as an offset get this increase that we ask for. We have some vacancies in the \$840 places now which we are not filling.

Mr. LITTAUER. You want to make these promotions because these men have proved worthy of promotion?

Mr. COOLEY. Yes.

Mr. LITTAUER. Your force to-day is too large?

Mr. COOLEY. Yes; we can get along with three fewer, in our judgment. The condition of the work is excellent now.

Mr. LIVINGSTON. The better your examinations are conducted the harder it is for your applicants to pull through. Ought you not to get rid of those fellows? [Laughter.]

Mr. COOLEY. No, sir. These men are engaged in work that is of a highly technical character, civil engineering work and things of that kind. We do not examine letter carriers on civil engineering or astronomy, although statements to that effect have been frequently made. I think I have heard General Grosvenor make remarks to that effect time after time on the floor of the House.

Mr. LITTAUER. Are those the only changes?

Mr. COOLEY. Yes. I will have the reestimates prepared so as to make the whole matter plain.

There are, however, one or two other matters to which I wish to call your attention. Our estimates for contingent expenses come in through the Interior Department, and—

Mr. TAWNEY. One moment before you go to that. What salaries are those highly educated men you speak of receiving to-day?

Mr. COOLEY. One thousand eight hundred dollars, and we ask that they be given \$2,000.

Mr. TAWNEY. These men are of an intelligence and capacity and ability equal to that of chiefs of division in the Departments who receive \$2,000?

Mr. COOLEY. I think so. One man, Mr. Risk, so far as education is concerned and capacity of a certain kind, is far superior. He is a highly educated man.

Mr. BURLESON. Is he impracticable?

Mr. COOLEY. He is not impracticable in the work he is on now. I do not think he would answer as chief of a division at all. I doubt very much if he could handle men. But he is invaluable to us in preparing scientific questions and rating scientific papers. I say he is invaluable.

Mr. LITTAUER. How much of a force have you altogether?

Mr. COOLEY. One hundred and eighty-five men.

Mr. LITTAUER. You propose to reduce it to 182?

Mr. COOLEY. Yes.

Mr. LITTAUER. Would each one of the 182 be an efficient man? Your whole remarks, so far, have been toward impressing us with the necessity of promotions.

Mr. COOLEY. Yes.

#### EFFICIENCY OF EMPLOYEES.

Mr. LITTAUER. Are there any cases in your department of people who should be promoted the other way, because of inefficiency?

Mr. COOLEY. Demoted?

Mr. LITTAUER. Yes.

Mr. COOLEY. Yes; one.

Mr. LITTAUER. Only one?

Mr. COOLEY. Only one case that I think is perfectly clear. There is another case where there is some doubt in the minds of the Commissioners whether he ought to be demoted or not.

Mr. LITTAUER. Since you have been Commissioner have you reduced the salary of any member of your force?

Mr. COOLEY. Yes.

Mr. LITTAUER. How often have you done so?

Mr. COOLEY. Once or twice.

Mr. LIVINGSTON. When a doubt occurs do you give the Government the benefit of the doubt?

Mr. COOLEY. No; I think it goes to the clerk, although perhaps it ought not.

Mr. LITTAUER. One clerk that you have estimated for is incapacitated?

Mr. COOLEY. Yes.

Mr. LITTAUER. In what class is that?

Mr. COOLEY. He is in the \$1,200 class.

Mr. BURLESON. To what extent is he incapacitated—

Mr. LITTAUER. Have you not seen fit under the law to discharge him?

Mr. COOLEY. To be quite frank, we thought he was not going to live very long. He is an elderly man, and in bad health, and we thought he would not hold on.

Mr. LITTAUER. What service does he perform?

Mr. COOLEY. He opens the mail. We get 700 or 800 letters a day, and he opens the mail and sorts it.

Mr. LITTAUER. Messenger's work?

Mr. COOLEY. Oh, no; because he has to know, after glancing over a letter, what division it ought to go to.

Mr. LIVINGSTON. How old is he?

**Mr. COOLEY.** I could not say offhand. He is a veteran of the civil war.

**Mr. LITTAUER.** How many have you in the Bureau over 65 years of age?

**Mr. COOLEY.** I am not sure whether that man is over 65 years of age or not. If he is, we have two.

**Mr. LITTAUER.** Only two that are over 65?

**Mr. COOLEY.** That is my impression. I know of only one other man who would be 65. In fact, I feel sure there are only two.

**Mr. BURLESON.** What has become of the superannuated employees of that force?

**Mr. COOLEY.** I think we have comparatively as large a proportion of them as most of the Departments have. There is a great amount of talk about superannuation, when, as a matter of fact, there are not really many superannuated people in the service.

**Mr. LITTAUER.** What per cent would you say?

**Mr. GREEN.** There is only one in our office over 70 years.

**Mr. TAWNEY.** There are 700 in the Departments in all, I understand.

**Mr. COOLEY.** Yes; in some of the bureaus there is a larger per cent than the average. I can not say offhand whether it is 700 or not.

**Mr. TAWNEY.** There are 7,600 employees altogether in the service.

**Mr. COOLEY.** I did not expect to be questioned on this, and I can not give accurate figures.

**Mr. TAWNEY.** Can you not send us a statement of the number of employees under the Civil Service Commission who are 65 and over and the salary each is receiving?

**Mr. COOLEY.** I can; very easily. (See p. 144.)

**Mr. LITTAUER.** You make a statement here now that you have one clerk at \$1,200 who, in your estimation, is not entitled to such a salary.

**Mr. COOLEY.** I think that is extremely good pay for him.

**Mr. LITTAUER.** Would he be entitled to more than \$840?

**Mr. COOLEY.** I think that would be a little low. It should be \$900, perhaps.

**Mr. LITTAUER.** Would you recommend, then, that we subtract one from your force at \$1,200 and add one at \$900?

**Mr. COOLEY.** I will not oppose it.

**Mr. LITTAUER.** Are there any others in your department who do not deserve the salary they receive?

**Mr. COOLEY.** There are cases, perhaps. For example, there is as competent a stenographer in our office as can be had anywhere. She is a young woman who came in four or five months ago as the result of an examination. She is getting \$1,000 a year. She will probably get a fairly rapid promotion. Some stenographers are getting higher salaries.

**Mr. LITTAUER.** What is the highest salary for stenographers?

**Mr. COOLEY.** We have one man at \$1,800.

**Mr. LITTAUER.** He does nothing but stenography and typewriting?

**Mr. COOLEY.** Well, he keeps the minutes of the Commission and acts as a private secretary. He has been with the Commission practically since its organization. I know he was there during the entire time that the President was a member of the Commission.

**Mr. BURLESON.** He is a comparatively young man; certainly not over 45 years, I think.

Mr. COOLEY. He is 45. You see the Commission is rather a juvenile body. It has been in existence only about twenty-two years.

Mr. LIVINGSTON. You commenced to tell about a young lady. Why do you not finish it?

Mr. COOLEY. I say she is possibly a better stenographer than others getting a larger salary.

Mr. LIVINGSTON. Then why do you not promote her?

Mr. COOLEY. For the morale of the office it is not a good thing to promote people too rapidly.

Mr. LIVINGSTON. Why do you not promote on merit?

Mr. BURLESON. And efficiency—

Mr. LIVINGSTON. Yes; instead of seniority.

Mr. COOLEY. We do. Other things being equal, we take seniority into consideration. We give it some weight, but that is not the only element.

Mr. BURLESON. Do you not believe that seniority should be the first consideration?

Mr. COOLEY. No, sir; that is a very minor consideration, I think. In an office you have got to study all the time how you are going to get the best results.

Mr. BURLESON. Do you not think the best results would be obtained by counting efficiency of service without regard to seniority at all? If not, why not?

Mr. COOLEY. For this reason: You have got to realize that you are dealing with human beings who have certain human frailties and susceptibilities. If you do things in too high-handed a way, you would demoralize your people. They would get frightened.

Mr. BURLESON. Would it be high handed to promote a good clerk over others who are inferior?

Mr. COOLEY. No; but it tends to the injury of the morale if you promote a person too rapidly.

Mr. BURLESON. I am speaking generally. Do you not think promotions should be made on the basis of efficiency of service rendered?

Mr. COOLEY. That is fair; but certain other considerations must be taken into consideration to a minor extent.

Mr. LIVINGSTON. And that minor extent predominates?

Mr. COOLEY. Not in my office.

Mr. BURLESON. But in the Departments it does?

Mr. COOLEY. I could not say.

Mr. BURLESON. Don't you know, according to the current report, that it does?

Mr. COOLEY. It is not fair to call me to testify as to current reports. The Civil Service Commission is nothing in the world but an employment agency. After people once get into the service we do not know whether they render good or bad service. We have their service-record cards, and we can tell you, for example, what promotions people have had, but whether they earned their promotions or not we can not tell.

Mr. LITTAUER. Then for what purpose do you keep that service card?

Mr. COOLEY. It is important in examinations and transfers—the transfers from one position to the other. We have a complete service history of the service. Then, of course, we have to check up all changes.

Mr. LITTAUER. Do you not think the law should read that promotions should be made not on account of seniority, but because of efficiency?

Mr. COOLEY. The objection to that is that you simply practically go to the chief of division and say to him, "You must do your duty." It is simply firing in the air. It will do harm and it will not do any good.

Mr. LIVINGSTON. You ought to point the gun at your chief and say, "It is loaded."

Mr. COOLEY. I think that is right. But it brings disrespect for the law if you have a law that is not enforced.

Mr. BURLESON. If it is not enforced, would not the chief of division be responsible for the violation of the law?

Mr. COOLEY. You simply tell him to exercise his discretion in a certain way. There is no penalty. Not only that, but you simply say to him, "Promote on efficiency," and he decides whether the man is fitted for promotion or not. Suppose you jack a man up for promoting on seniority. He will say, "I promoted him on account of efficiency."

Mr. TAWNEY. I want to ascertain whether this is not a fact here. Most of the employees in the Department are doing specific work at a salary of \$1,200 a year. They are continued on that work, and their salary is increased to \$1,600 a year, which is called a promotion, though the character of the work is the same and the amount of work is not increased.

Mr. COOLEY. There is nothing that Congress could devote its attention to, in my judgment, that would be better than the reclassification of the service so that salaries would have some reference to the service performed. We have called attention to that, I would venture to say, in ten successive annual reports. That is perfectly true. It could not be stated better than you state it. The Government simply pays a man more highly at one time than at another for the same service.

Mr. TAWNEY. This thing has impressed itself upon me—the fact that men are employed to do a certain work at a certain salary, and then just as soon as they can secure sufficient influence to have their salary increased they call it promotion and continue to do the self-same work and the same amount of work, and they work the same hours. I know of specific cases of that.

Mr. COOLEY. If you know the service at all, you will know evidences of it.

Mr. LITTAUER. You have brought an example here of men who have been getting \$1,800 a year that you want to promote to \$2,000 a year and continue them on the same work.

Mr. COOLEY. Yes; but their work is worth more than they have been receiving.

Mr. LITTAUER. It was worth more originally, too, perhaps.

Mr. COOLEY. Yes; I think it was worth more originally. But that is a little different thing, Mr. Littauer, for this reason: That they are doing a rather exceptional kind of work, and if their places were vacated and promotions made the men put in their places would be put at different work from what they are now doing. For instance, if Mr. Risk should die, we would take an \$1,800 man and promote

him, although I do not think we could get the \$1,800 man in our office.

Mr. LIVINGSTON. Have you had any chance to review these boards of efficiency? Take, for instance, the one in the War Department and the one in the Navy Department. Have you taken the pains to review their action?

Mr. COOLEY. We have no authority to do that. They would politely tell us, probably, to go about our business. After all, when you come down to the matter of efficiency, the only men who can report properly as to efficiency are the men who have seen the clerks work from day to day.

Mr. LIVINGSTON. But the board is not composed of those men.

Mr. COOLEY. The boards, as a matter of fact, rate upon reports of the chiefs of bureaus.

Mr. LIVINGSTON. And the chief of a bureau needs to be jacked up worse than any person he has under him.

Mr. COOLEY. That may be true.

Mr. LIVINGSTON. I can pick you a hundred cases in any Department where they have absolutely promoted people not at all efficient over the heads of very efficient people—clear over their heads—and it is going on all over Washington.

Mr. COOLEY. I think that is true; and there are many reasons for it.

#### SUPERANNUATED CLERKS.

Mr. TAWNEY. Mr. Cooley, I want to ask your opinion as to the extent to which the efficiency of the service in a Department here in Washington is impaired by reason of the old-age clerks who are at the top, where the highest degree of efficiency is required and where the Government is paying the highest salaries.

Mr. COOLEY. My opinion on that—it is no more valuable than that of any other man, but it is that the service is not seriously impaired.

Mr. TAWNEY. The reason I ask you is that a head of one of the largest Departments of the Government informed me this morning that, in his judgment, it was impaired to the extent of 25 per cent. In other words, if that dead timber could be removed from the top and new blood put in there, he could do 25 per cent more work with the same force than he is able to do to-day under the existing conditions.

Mr. BURLESON. I heard a bureau chief say a few years ago that if he could get rid of the dead timber in his bureau he could do the work with 25 per cent less employees.

Mr. COOLEY. I do not believe it. I think he is very strongly mistaken on that.

Mr. TAWNEY. Take a bureau in the War Department, for example, one that has comparatively few employees, with 27 persons of 70 years of age alone. Would not your opinion be, as an administrative officer, that the efficiency of that bureau is impaired 20 or 25 per cent? There are 27 people there who are 70 years of age among 293 people altogether.

Mr. LITTAUER. That is practically 10 per cent of the force.

Mr. COOLEY. Practically 10 per cent of the force have their usefulness impaired, not altogether, but to a certain extent. If you have plenty of room in your office, it does not make much difference

whether there are plenty of empty desks there or not. Perhaps the air might not be as good if the desks were all occupied, but I should say 20 per cent would be a little high, Mr. Tawney.

So long as you are on this subject, I would say this as a general thing—that the Government service—I mean the classified civil service—

Mr. TAWNEY. There is no other.

Mr. COOLEY. You speak feelingly, sir. [Laughter.]

Mr. TAWNEY. Pardon the interruption.

Mr. COOLEY. I believe that the Government service is quite as honest as the service of any large corporation.

Mr. TAWNEY. We are not questioning the integrity of the service at all.

Mr. COOLEY. I think the efficiency would compare reasonably well, although it is not up to the efficiency of a well-managed private business.

Mr. LITTAUER. Do you think that the amount of labor performed in any day by the average clerk would compare favorably with that performed by a clerk in an average corporation?

Mr. COOLEY. I do not think it is as far below it as many people assume.

Mr. LITTAUER. Do you not think it is 25 per cent below?

Mr. COOLEY. No, sir. But then, after all, that is only my opinion.

Mr. LITTAUER. How much below do you think it is?

Mr. COOLEY. It is pretty hard to estimate that. I should say it was not over 10 per cent at the outside.

Mr. LITTAUER. You think, then, the average efficiency, the average productiveness of the clerks would come within 10 per cent of the average efficiency and productiveness of a clerk, say, of the Pennsylvania Railroad?

Mr. COOLEY. Yes.

Mr. BURLESON. How do you account for that? Is it because they have not taken the civil-service examination?

Mr. COOLEY. No. My observation of the people I have seen coming into the service is that we are getting a reasonably capable lot of people. I think they keep up their ambition fairly well after they get into the service.

Mr. LITTAUER. You think the efficiency of the work is kept up the same as in the outside establishments?

Mr. COOLEY. I think so, on the average. We have clerks who work quite as hard as any clerks do in the outside establishments. The trouble now is there is no incentive to a young man to stay in the Government service.

Mr. LITTAUER. Are not the salaries greater than those on the outside?

Mr. COOLEY. Up to a certain point the salaries are too high. Beyond that point they are altogether too low.

Mr. LITTAUER. What is the point?

Mr. COOLEY. Along about \$1,800.

Mr. LITTAUER. That is, the bulk of the service is paid at the rate of \$1,800?

Mr. COOLEY. Take \$1,600. You can not draw a dead line and say above that line people are getting too much and below too little. I think the pay of a great many people is absurd. You get this situa-

tion in the Post-Office Department, for example. It is a great business institution. A man comes in as a clerk, say. He can be promoted to a thousand dollars, or something of that kind. That is as far as he is likely to get. Perhaps he may be promoted and may work up to the chief of one of the divisions in the office if it is a big office; but he can not get any further than that, and if the office is not a big office, he can not get that far. If you had a system like the English postal system, for example, where a man can start in a small office, say in New York State in a little country town, with the idea that if he has the stuff in him, if he has the energy and ability, he some day may become postmaster in New York City, you would have an incentive to better service and would get better material.

Mr. TAWNEY. You are familiar with the classified system—the system of civil service that we have in this country?

Mr. COOLEY. Yes.

Mr. TAWNEY. I want to ask you this question: Ten years ago, when I investigated the matter in the Treasury Department, I found there were 70 people in that Department who were 70 years of age and over. To-day there are 169 of them. The number who were 70 years of age has increased within that time to that extent.

Mr. COOLEY. Yes.

Mr. TAWNEY. Now, under the practice of the system the way of getting into the service is comparatively easy. It is a competitive examination. Young men and young women are taking those examinations and getting in the service; but there is no way of getting out of the service except by resignation or death—

Mr. COOLEY. Or by removal.

Mr. TAWNEY. Yes; but neither one of them is operative except occasionally.

Mr. COOLEY. There are no restrictions on removals, practically.

Mr. TAWNEY. I understand. But is that not the weakness of the civil service? And is it not a fact that if we are to retain the civil service we must provide there for a demotion—a promotion downward, so to speak—of the old-age clerks, or their entire removal, or else abolish the civil service?

Mr. COOLEY. I am one of those who think that the superannuation question has been greatly exaggerated. Perhaps I am not a fair judge of it, but that is my opinion.

Mr. TAWNEY. Don't you think it has increased to an alarming extent when it has increased from 70 to 169 in one Department?

Mr. COOLEY. No; I do not think it is increasing to an alarming extent. If there is one cry that is not true, it is that this system tends to a life tenure. The trouble in the Government service to-day is that people do not stay in it long enough. What do you suppose the per cent of change was in our office last year?

Mr. TAWNEY. I do not know, although I recall having seen some statement of it somewhere.

Mr. COOLEY. Twenty-two per cent.

Mr. BRICK. Where do they go? To the other departments?

Mr. COOLEY. Yes. Some of them leave.

Mr. LITTAUER. How many left and went to the other departments to get higher salaries?

Mr. COOLEY. That I could not tell you.

Mr. LIVINGSTON. How many went to the shops and farms?

Mr. COOLEY. That, also, I could not tell you without looking it up.

Mr. LITTAUER. The 22 per cent must have been of the lower grades.

Mr. COOLEY. Yes; I think they were. There was one \$1,600 man who left.

Mr. LITTAUER. What did he leave for?

Mr. COOLEY. He went into private business.

Mr. COOLEY. Most of them probably went to the other departments—

Mr. LITTAUER. Where they could get transferred at higher wages?

Mr. COOLEY. Yes.

Mr. LITTAUER. Then you must have given them good training?

Mr. COOLEY. Perhaps our department is a good training school—

Mr. TAWNEY. Or perhaps you overworked them, and they left to get lighter work. [Laughter.]

Mr. COOLEY. I think in the other departments they work them pretty well. But, gentlemen, I did not come here prepared for a running debate. [Laughter.]

Mr. TAWNEY. I notice that at one of the entrances of one of the Departments here every morning, as the clerks are going to work—as they go into the Department—they purchase newspapers—morning papers; and yesterday morning I inquired of one newsboy how many papers he sold at that particular entrance, and he informed me 450. Now, if they average ten minutes, each one of them, in glancing over those newspapers, that is ten minutes of the Government's time devoted to reading morning papers, and it would amount to an aggregate loss of about one hundred days every day to the Government. [Laughter.] That is the kind of efficiency you are having in some of the Departments. That was at only one entrance of one of the Departments. How it is at the others I could not say.

Mr. BURLESON. Would not the general efficiency of the service be improved and opportunities for promotion be increased if some provision were made to get rid of the superannuated clerks?

Mr. COOLEY. If I might answer that in a somewhat roundabout way, I would prefer to do it in order to make it clear.

Mr. BURLESON. Answer it just as you please.

Mr. COOLEY. I am personally much opposed to anything looking to a pension system, unless the pension is paid for absolutely and entirely by the clerks themselves; and then if the thing fails, the clerks themselves lose, and the Government assumes no responsibility whatever in regard to it. I personally do not see any great hardship—seeing the scale of pay in the Government service to-day—in retiring them at the age of 70 years. But if you make any retirement provision, make it absolutely and not say, "except in cases of unusual efficiency," or anything like that, because if you do that you will open the flood gates of pressure upon the heads of Departments.

Mr. BURLESON. You have not answered my question.

Mr. COOLEY. What was that question, please? Will the stenographer read the question?

The STENOGRAPHER (reads):

Mr. BURLESON. Would not the general efficiency of the service be improved and opportunities for promotion be increased if some provision were made to get rid of the superannuated clerks?

Mr. COOLEY. To that I would say yes, if it is along the line I suggested.

Mr. LIVINGSTON. You said unless the expense was paid entirely by the clerks themselves. Here is a young man, say, of 22. You assess him for the pay of all those over 70, and then you turn him out. That man goes along in the service, say, until he is 32. Then he goes out of the service, and you have assessed him for ten years, and yet he has never got any benefit from it.

Mr. COOLEY. I am not advocating it. I say I would not commend it under any other circumstances than those I mentioned.

Mr. TAWNEY. You say you are opposed to a civil pension list?

Mr. COOLEY. Yes.

Mr. TAWNEY. Is it not a fact that we have 700 people in the Departments here who admit they are 70 years of age and that we have to that extent a civil pension roll to-day in reality?

Mr. COOLEY. We have, to that extent, so far as those people are inefficient. Of course, a man over 70 is not absolutely and entirely inefficient. They can do something.

Mr. TAWNEY. But as a rule they are inefficient.

Mr. COOLEY. I would not think it would be a fair statement to say you have over 700 pensioners in the Government service, because in the Government service, just as in private business, there are a number of people kept on for sentimental reasons.

Mr. TAWNEY. Yes; but they are reduced in salary. They are kept on the roll, but not at the highest salaries. Take the report of the President here, in response to the resolution of the House, and if you compare the salaries and the ages you will see that some of the oldest are receiving the highest salaries.

Mr. BRICK. You spoke of the English system of post-office promotions. I am curious to know about that. They have a pension system there, a civil pension list, have they not?

Mr. COOLEY. Yes; and also in Germany they have a civil pension; and in Germany they have an old-age pension, not confined to the Government service alone.

Mr. BRICK. Is not the English system successful? Is it not a good thing? What is the objection to it?

Mr. COOLEY. It seems to have many points in its favor, but, of course, the conditions there are different from what they are with us.

Mr. LITTAUER. Now, continue your remarks, Mr. Commissioner, under the bill proper, if you please.

Mr. COOLEY. I want to call your attention to two changes that ought to be made. Have you the estimates of appropriations where you can lay your hands on them?

Mr. LITTAUER. Yes.

#### CONTINGENT EXPENSES.

Mr. COOLEY. It is under contingent expenses in the Department of the Interior.

Mr. LITTAUER. That does not come under the jurisdiction of this bill.

Mr. COOLEY. Contingent expenses?

Mr. LITTAUER. Oh, yes, it does; I beg pardon. I was going to ask you the question: Besides the appropriation contained for your force of clerks, you have the item of traveling expenses?

Mr. COOLEY. Yes; we have sliced \$1,500 off that.

Mr. LITTAUER. Yes; and then your contingent expenses are paid for out of the Interior Department under the law?

Mr. COOLEY. Yes.

Mr. LITTAUER. How much do you get out of that?

Mr. COOLEY. Last year we got \$5,000. This year we asked for \$6,500. That is due to an error of the Interior Department. We asked for an increase of \$1,500 there, which is quite necessary.

Mr. LITTAUER. How much did you use of it this year?

Mr. COOLEY. Every dollar of it. At least, we have not used it all yet, but we are just on the ragged edge now. We have very little left for this quarter.

Mr. LITTAUER. You have apportioned it in quarters?

Mr. COOLEY. Yes, sir.

Mr. LITTAUER. And you find that \$5,000 is not sufficient?

Mr. COOLEY. Yes.

Mr. LITTAUER. Under what general head of expenditures is your largest sum?

Mr. COOLEY. It is rather hard to say. There is furniture for the bureaus, typewriting machines, and carpets, and repairs on our buildings, and things of that kind. I do not know just what would be the largest item. A good deal of the furniture in the Commission is pretty shabby now, but we could get along with it.

Mr. LITTAUER. You ask for an increase of \$1,500 and believe it is necessary?

Mr. COOLEY. Yes, sir.

Mr. TAWNEY. Why is this appropriation credited to the Department of the Interior?

Mr. LITTAUER. The law forming the Commission provides that.

Mr. COOLEY. I do not think it necessarily requires it. I personally would prefer to have it under our own appropriation. But it makes no particular difference.

Mr. LITTAUER. Who does the purchasing of your little items?

Mr. COOLEY. It depends on where they are going. Some of it comes through the chief examiner and some through the custodian.

Mr. LITTAUER. The expenditure is made in your own bureau?

Mr. COOLEY. Yes.

Mr. LITTAUER. You do not make any requisitions on the disbursing agent in the Interior Department?

Mr. COOLEY. We make our requisitions on the Interior Department for a Remington typewriter, say, and the purchase is made by the Interior Department and charged to us.

Mr. LITTAUER. Their purchases are made in large bulk, and probably considerable economy could be used. If you had the disbursement entirely in your own hands you would have a disbursing agent or purchasing agent and an addition to your clerks?

Mr. COOLEY. Yes. We are not particularly concerned as to how it is done.

#### FEES FOR CIVIL-SERVICE EXAMINATIONS.

Now, there is one final thing that I want to say. We are going to ask this committee for permission to introduce a very considerable innovation, and that is that we be allowed to charge fees for the examinations. Those fees would be graded in accordance with the

expense to the Commission of holding the examination. They would range all the way from—

Mr. LITTAUER. What is the object of charging the fee?

Mr. COOLEY. It is twofold. First, the obvious one, to get some revenue to the Government. It would probably yield \$100,000 a year, and to that extent would practically reduce the expenses of the Commission, although we would not ask to have it turned in to us. In the second place, it would reduce the number of applicants, which again would be conducive to economy. We are rating to-day thousands of papers, many thousands of papers, of people who do not get appointments. For instance, in the customs service we have twenty times as many people who take the customs examination as get appointed. In the large post-offices they will have three or four times as many applications as there are appointments to be made.

Mr. LITTAUER. What is the harm of that, except to examine so many papers?

Mr. COOLEY. The harm of it is the expense and the trouble of it; and, then, we are a good deal bothered now with these so-called "correspondence schools." They are perpetually trying to reach our examiners outside, trying to get their questions, and the card-reading tests, and things of that kind.

We would like to do this, and then we would be glad to publish, say, annually, a statement and so complete a manual that there would be no field left for the correspondence schools.

Mr. LITTAUER. Why can you not do that now?

Mr. COOLEY. Because we do not want to spend the money. We could do that for a little more money. This fee system is a thing they have in the English service. What we propose to do is this: If the fee, for example, was a dollar, the applicant would attach postage stamps to the amount of \$1 to his application, and those would be canceled by the examiner of the Commission, and the application would be forwarded to us, and of course we would keep an account of that and include it in our annual report. Of course, the revenue then would go to the Government.

Mr. BRICK. It would go to the Post-Office Department.

Mr. LIVINGSTON. That would lessen the work?

Mr. COOLEY. Yes. I have no doubt we could come in here and effect a considerable reduction.

Mr. LITTAUER. I think you ought to publish such manuals of examination to-day.

Mr. COOLEY. Are you willing to give the money for it?

Mr. LITTAUER. You have not asked for it.

Mr. COOLEY. We are very reluctant to come in and ask for an increase of appropriation. We have been treated pretty generously by this committee.

Mr. LITTAUER. If you give your reasons, there can not be any reason why we should not take the matter into consideration.

---

UNITED STATES CIVIL SERVICE COMMISSION,  
Washington, D. C., February 9, 1906.

Hon. J. A. TAWNEY,  
*House of Representatives.*

MY DEAR MR. TAWNEY: In accordance with your request made at the hearing yesterday afternoon, I have the honor to transmit the following information:

The only employee of this office over 65 years of age is Dr. Andrew J. Hun-

toon, whose age is 73. He entered the service as a clerk at \$1,600 per annum in the office of the Auditor for the Interior Department, on April 1, 1869. This position was classified July 16, 1883. He was reduced to \$1,400 on October 8, 1890, and promoted to \$1,600 on August 1, 1897. He was transferred to the rolls of this office as clerk at \$1,600 per annum on July 1, 1903; he had been on detail here for some time previously. I might add that Doctor Huntoon, in spite of his age, is active and vigorous and able to do satisfactory work.

The employee whose efficiency I said was impaired by his poor physical condition is Charles D. Campbell, who is, I find, but 63 years old. His service record is as follows:

He was appointed as an unclassified laborer at \$660 per annum November 1, 1894, and served in this capacity until April 1, 1895, when he resigned. He then came to the Civil Service Commission as messenger at \$840 a year; was promoted on August 1, 1895, to the position of copyist, at \$900 a year; on April 1, 1896, to clerk at \$1,000 a year, and on August 23, 1898, to \$1,200 a year, the salary which he now has.

I beg the honor also to transmit for your information, in accordance with my promise, the tables prepared by the Census Bureau, which I think may be of interest to you. The first is a comparison of the length of service of employees in the Executive civil service of the United States with that of employees of the two large corporations mentioned in the table.

Length of service.	United States.	New York Central and Hudson River R. R.	New York, New Haven and Hartford R. R.
	Per cent.	Per cent.	Per cent.
Less than 1 year.....	22.4	87.9	80.1
Over 1 and less than 5 years.....	35.4	83.4	81.2
Over 5 and less than 10 years.....	17.0	8.4	18.3
Over 10 and less than 20 years.....	18.5	13.4	16.2
Over 20 and less than 30 years.....	4.7	4.7	6.2
Over 30 and less than 40 years.....	1.8	2.2	2.5
40 years and over.....	.2	.....	5
Total.....	100	100	100

The second shows the number and per cent of the ages of 147,185 employees. It seems that my recollection yesterday was substantially correct—slightly over 1 per cent of this number are 70 years of age or over. As you will see, 90 per cent of the employees are between the ages of 20 and 60.

Age period.	Number.	Per cent.
Less than 20 years.....	3,422	2.3
20, but less than 30 years.....	39,298	26.6
30, but less than 40 years.....	46,816	31.4
40, but less than 50 years.....	30,619	20.9
50, but less than 60 years.....	17,093	11.6
60, but less than 70 years.....	3,933	6.0
70 years and over.....	1,504	1.2
	147,185	100.0

Very sincerely, yours,

ALFRED W. COOLEY, *Commissioner.*

A BILL Providing for fees for examinations for admission to the classified civil service.

*Be it enacted by the Senate and House of Representatives of the United States in Congress assembled, That the United States Civil Service Commission*

is hereby authorized and directed to prescribe, from time to time, fees for admission to examinations for the classified civil service. These fees shall be graduated according to the expense of each examination to the Commission in the preparation and rating of examination papers, printing, photolithographing, etc.: *Provided*, That the Commission may, whenever in its opinion the needs of the service shall require, and in order to secure sufficient applicants, waive the prescribed fee for any examination, but not for an individual applicant.

The fees shall be paid by affixing to the examination papers the prescribed amount in postage stamps, which shall be canceled by representatives of the Commission, and the Commission shall keep an account of the total amount thus paid by applicants and shall include the same in its annual report to the President.

\* \* \* And thereafter all details of civil officers, clerks, or other subordinate employees from places outside of the District of Columbia, for duty within the District of Columbia, except temporary details for duty connected with their respective offices, be, and are hereby, prohibited. \* \* \* (22 Stat., 225, Aug. 5, 1882.)

#### CIVIL SERVICE COMMISSION.

##### Salaries, Civil Service Commission:

Three Commissioners, at \$3,500 each	\$10,500
One chief examiner	3,000
One secretary	2,500
One assistant chief examiner	2,250
Two chiefs of division, at \$2,000 each	4,000
Three examiners, at \$2,000 each (submitted in lieu of one law clerk at \$2,000 and two clerks of class 4 dropped)	6,000
Six clerks of class 4	10,800
Thirteen clerks of class 3	20,800
Twenty-two clerks of class 2 (six additional submitted in lieu of six clerks of class 1 dropped)	30,800
Twenty-six clerks of class 1	31,200
Twenty clerks, at \$1,000 each	20,000
Ten clerks, at \$900 each	9,000
Five clerks, at \$840 each (a decrease of three)	4,200
One messenger	840
One engineer	840
Two firemen, at \$720 each	1,440
Two watchmen, at \$720 each	1,440
One elevator conductor	720
Three laborers, at \$660 each	1,980
Three messenger boys, at \$360 each	1,080
	\$163,390

##### Field force:

Three examiners, at \$2,200 each	6,600
Four examiners, at \$2,000 each	8,000
Two examiners, at \$1,800 each	3,600
One clerk	1,800
One clerk (submitted in lieu of one clerk at \$1,700 dropped)	1,600
One clerk	1,200
Seven clerks, at \$1,000 each (one additional submitted)	7,000
Six clerks, at \$900 each (a decrease of one)	5,400
One messenger (submitted in lieu of one clerk at \$900)	840
Five clerks, at \$840 each (two submitted in lieu of two clerks, at \$800 each, dropped)	4,200
Two clerks, at \$720 each (submitted in lieu of two clerks, at \$600 each, dropped)	1,440
One messenger boy	480

42,160

##### Rural carrier examining board:

One chief of division (submitted in lieu of one chief of board of examiners of rural carriers, at \$2,250, and one agent for rural carrier examining board, at \$2,000, dropped)	2,000
One clerk	1,600

Two clerks, at \$1,400 each-----	\$2,800
Three clerks, at \$1,200 each-----	3,600
Three clerks, at \$1,000 each-----	3,000
Ten clerks, at \$900 each-----	9,000
Two assistant messengers, at \$720 each-----	1,440
	<u>\$23,440</u>

*Provided*, That no detail of clerks or other employees from the Executive Departments or other Government establishments in Washington, District of Columbia, to the Civil Service Commission for the performance of duty in the District of Columbia shall be made for or during the fiscal year nineteen hundred and seven. The Civil Service Commission shall, however, have power to transfer or detail any of its employees to or from its office force, field force, or rural carrier examining board.

For necessary travelling expenses, including those of examiners acting under the direction of the Commission, and for expenses of examinations and investigations held elsewhere than at Washington, D. C-----	8,500
--	-------

237,490

THURSDAY, February 8, 1906.

### DEPARTMENT OF STATE.

#### STATEMENT OF HON. ELIHU ROOT, SECRETARY, ACCCOMPANIED BY MR. CHARLES DENBY, CHIEF CLERK, AND MR. THOMAS MORRISON, CHIEF BUREAU OF ACCOUNTS.

##### CONFIDENTIAL CLERKS.

Mr. LITTAUER. I notice that you have asked for a confidential clerk to the Secretary.

Mr. Root. It is a designation which occurs in the civil-service rules. They except from the civil-service requirements a private secretary and a confidential clerk for each head of Department. In the War Department we had a private secretary and a confidential clerk appointed outside of the civil-service requirements. I found in the State Department that there was no appropriation for a confidential clerk, but that a clerk appointed as a clerk of class 1 performed the duty, so that the position existed, the position was filled, and the appointment was made under that exception, but the clerk did not have the name that was given to the position under the rules, so I have made this estimate.

Mr. LITTAUER. Is there any particular character of work that you want this man to perform other than that which this clerk of class 1 is performing?

Mr. Root. No, sir. He is now performing the confidential work, the same work that the clerk in the War Department performed for me.

Mr. LITTAUER. There is no real confidential work, it is simply following the designation of the law?

Mr. Root. It is highly confidential. He is really an alternate private secretary. I keep two running frequently. I have both of

them on the jump, and if I have to stop the use of one in order that he may get the work out, then I have to stop.

Mr. BURLESON. This man is not to be selected under the civil-service rules?

Mr. Root. No, sir.

Mr. BURLESON. You feel sure that you can make a better selection than the Civil Service Commission?

Mr. Root. I feel confident of it because the best possible selection is that made by the superior who is to be responsible for the work on real inquiry and knowledge. The only advantage of the civil-service rules is in the great bulk of business where personal inquiry and knowledge is practically impossible.

Mr. LITTAUER. You next ask for three confidential clerks to the assistant secretaries. In the past we have understood that there were clerks of class 4 provided to act as sort of private secretaries to the assistant secretaries.

Mr. Root. Yes, sir; there is a clerk performing those services for each of the assistant secretaries, and I am simply calling them what they really are.

Mr. LIVINGSTON. I notice you ask for three confidential clerks at \$1,800 each. Are they subject to civil-service rules?

Mr. Root. I think they are not; I think they are excepted by the rules, but I will not be positive.

Mr. LITTAUER. Do you contemplate getting new men to fill the positions or to continue those already there?

Mr. Root. So far as I know they would be continued. I am quite sure Mr. Adey would continue the one he has, but as to Mr. Bacon I do not know.

Mr. LITTAUER. Is there any necessity for exempting this sort of clerk from the rules by calling him a "confidential clerk?"

Mr. Root. I should say it was pretty important for the Assistant Secretary and Second Assistant Secretary.

Mr. LIVINGSTON. These clerks all have access to state secrets?

Mr. Root. Yes, sir; they have access to papers which frequently are of such character that we do not permit them to go on the files for the time being.

Mr. LIVINGSTON. Under this language you could appoint them independent of the civil service; you understand that?

Mr. Root. Yes, sir; I think as to all these there is the exception.

Mr. LITTAUER. To the assistant secretaries?

Mr. Root. I am not certain.

Mr. LITTAUER. The number of confidential clerks to assistant secretaries is small. In the War Department the Assistant Secretary has a clerk, but not a confidential clerk.

Mr. Root. These men have access to a great many papers that it is exceedingly important should not leak out, because they necessarily have access to papers that relate to negotiations which are in progress, and their duties are highly confidential.

Mr. LITTAUER. The clerk occupying this position is a clerk who has been in the Department for many years and entirely familiar with what has been going on for some time past?

Mr. Root. That is a very just observation, and if a man were brought in from the outside for such a place I do not think the Civil

Service Commission could select him satisfactorily. You would probably want to thoroughly know the man before you would be willing to put him in a place like that. No examination would be of any value.

**BOOKKEEPER, BUREAU OF ACCOUNTS.**

Mr. LITTAUER. I notice that you ask for a bookkeeper for the Bureau of Accounts. Has it developed that you need a bookkeeper there?

Mr. Root. I have to have another clerk there to do bookkeeping.

Mr. LITTAUER. How many assistants have you in the Bureau of Accounts?

Mr. Root. Eight.

Mr. LITTAUER. You call the Bureau of Accounts a division?

Mr. Root. They call it a bureau.

Mr. LITTAUER. And you have eight chiefs of bureau?

Mr. Root. Yes, sir.

Mr. LITTAUER. This position does not now fall among those eight?

Mr. Root. That is merely a name for another clerk in the Bureau of Accounts; that is all.

Mr. LITTAUER. Why, then, do you designate him separately—in order to get the salary of \$2,000?

Mr. Root. Yes, sir.

**INCREASE OF FORCE.**

Mr. LITTAUER. In what condition did you find your work that required such a material increase of force?

Mr. Root. I find, in the first place, there are employed in the Department the Chief of the Reciprocity Bureau and a clerk, four clerks who are not in the Reciprocity Bureau, telephone operator, ten messengers, one messenger boy, and three laborers upon what is called the "emergency roll."

Mr. LITTAUER. That is an entire division?

Mr. Root. It is not a division. They are clerks and messengers, scattered all through the Department. The clerical force and the messenger force are provided for in the annual appropriation. The clerical and messenger force is supplemented by an emergency roll; upon which are the clerks and messengers and laborers whom I have enumerated.

Mr. LITTAUER. They are all now employed, but not specifically appropriated for?

Mr. Root. They have been paid for out of the emergency fund, and that has been going on for years, sometimes increasing a little and sometimes decreasing a little. I have stated it as it is now—the past year.

Mr. BURLESON. Will this increase of clerks upon the statutory roll decrease the emergency fund?

Mr. Root. I propose to wipe it out. I have estimated for the clerks on the annual roll.

Mr. LITTAUER. This has been going on for years?

Mr. Root. Yes, sir.

Mr. LITTAUER. In years past, since I have been on the committee, the representatives of your Department have come forward here each year for two or three or five more clerks?

Mr. Root. I will come to that in a minute. You asked me the reason why we required the increased force that we estimated for. The first reason is that there are now these clerks and messengers being paid from the emergency fund, the total amount of payments being \$1,466.66 per month. That is about \$18,000 a year.

Mr. BURLESON. Who has heretofore fixed the salaries paid to the men upon the emergency roll?

Mr. Root. I suppose they were fixed by the Secretary of State.

Mr. BURLESON. Entirely within his discretion?

Mr. Root. I suppose so; yes, sir. These payments are assimilated to the payments under the regular appropriation bill.

Mr. LITTAUER. That is a force we have never heard of. I think, Mr. Secretary, if you will have a statement prepared showing for two or three years at least, how much of a force has been regularly employed and paid out of the emergency fund, we could readily understand this rather large increase you ask for, about one-fourth of the force.

Mr. Root. I will do so. You will understand that the estimate was prepared and presented with a view to showing to the committee that the Department wishes to put an end to the employment of these clerks upon the emergency roll and to submit to you whether they should be employed under appropriations made by you for the purpose. Our view is if you do not consider that it is for the public interest to allow us the money to hire these clerks, we will get along without them.

Mr. LITTAUER. We feel just opposite. Of course we can not hold you responsible for the conduct of your predecessors in relation to this fund, but we have not been aware that the emergency funds have been used for such purposes. My attention has just been called to the fact that year after year the State Department has estimated for a certain number of clerks, and we gave them last year six and the year before thirteen, and the year before that twenty, and the year before that nine, without having any such information before us that there was an emergency fund they were drawing upon for regular employees.

Mr. Root. I suppose that was with the expectation that the additional clerks would make it possible to do away with this emergency roll, but the business of the Department has been continually and enormously increasing, and in the estimates that are now before you we are asking for a number of clerks more than sufficient to make up for wiping out the emergency roll. Without the clerks on that roll the business of the Department could not be properly done.

Mr. LITTAUER. Is the general work of the Department in a current state, your clerks have been working longer than the usual hours?

Mr. Root. They do. From the best information I can get, taking averages, the clerks in the Department during this fall and winter have been working on an average until after 6 o'clock, frequently working until 10 and 11 o'clock at night, and, as it is, the work is not performed as it ought to be performed, because there are not the men there to do it.

Mr. LITTAUER. Is the personnel satisfactory to you?

Mr. Root. It is very satisfactory.

Mr. LITTAUER. Have you many of the very old clerks?

Mr. Root. Only three.

Mr. LITTAUER. You have an efficient working force in general?

Mr. Root. Yes, sir; I have been gratified by the spirit and fidelity of the force I find there, but there are many improvements in methods that ought to be introduced and can not be introduced, because there is not the force. The methods in the Department are antiquated and inadequate to the business as it has now grown. It did very well when the Department was small, foreign affairs amounted to little, and our trade was small. We have grown in wealth and our trade has grown. Enormous crowds of Americans are traveling all over the earth. Great amounts of American capital are being invested in all sorts of enterprises in all the countries of the world, and the amount of business is increasing to such an extent that it has become too complicated and vast to be handled under the old system, a system which is one which depends upon memories of individuals, and there is that absence of order and methods which is absolutely necessary to manage an extensive and complicated business without being overwhelmed by it. I feel it very deeply, coming from the War Department, where much larger business has made system necessary, and I can not get along doing the public business properly in the State Department without having a larger force.

Mr. LITTAUER. The force contemplated here would enable you to do that?

Mr. Root. Yes, sir; I think so. I have a good active man in the War Department now under General Ainsworth's direction learning the method of introducing filing, copying papers, and keeping track of papers, with a view to introducing such methods in the State Department. It is going to take more men, but we will have things so they will not be lost.

Mr. LIVINGSTON. You speak very highly of your clerks; are they antiquated and inadequate, or up to date?

Mr. Root. I think they are fully up to date.

Mr. LIVINGSTON. I think most of the trouble in the Departments is with the chiefs.

Mr. Root. There have been these changes in the Department since I came in last summer: The Assistant Secretary, the Third Assistant Secretary (as soon as Congress confirms his nomination), the chief clerk, the librarian, the Chief of the Bureau of Rolls and Indexes—vacancy created, but place not filled yet, because I am not quite certain who is the proper man. I am trying to see whether there is a man in the Department up to the position. If there is not, I shall go outside. Then there is also the Solicitor for the State Department. Those are considerable changes. I think the men left are most admirable men. The business in the Solicitor's department, the people who do the law business, has grown so it has swamped them. They can not do it. It is like a law office in a small country village organized for the kind of business they would have, having the business of a big city office dumped in on it. I have been over these estimates with the greatest care and have made the smallest estimate that I could consistent with what seems to me to be absolutely necessary for the conduct of the business.

Then there is another matter. We have been going on now, with our ambassadors and ministers conducting business over in other countries and we conducting business here, and frequently negotiations will be going on that are of very great importance, some of them

on national grounds, matters of state policy, and some with reference to material things of our citizens. There never has been the practice of keeping the two ends informed of what the other end was doing, except casually as time passed along by the slow process of the mails. All our ambassadors, as they come back, complain that matters are intrusted to them, and things are being done in regard to the same matters here, but they are not told. They do not know; they are not kept advised of the current of affairs; their usefulness is limited, and they are often put in an absurd position through the character of the information. I am trying to arrange a system under which that kind of information will be communicated, and the French ambassador will be informed as a matter of system, without my having to think every time that information is to be sent to him, and he will be informed systematically of everything that is done here which bears upon what he is doing in Paris.

Mr. LITTAUER. Whatever bears upon our relations with France?

Mr. Root. Yes, sir.

Mr. LITTAUER. Not the general information of the Department?

Mr. Root. No, sir; but what bears on his relations. That requires the use of the cable. Things go so fast you can not get along with the mails. I have been thinking of establishing a central point in Europe—say, at London or at The Hague or at Paris—to which the information could be sent by cable and then distributed by mail, because you save the time in crossing the Atlantic. I think the information could be sent and then communicated, but some system of that kind we must have. We are the only country which does not have it, and it requires clerks and it requires cable tolls. That comes in under contingent expenses for diplomatic and consular service, which does not come here, but it requires additional clerical assistance, which is here.

Mr. LITTAUER. According to your general statement this entire force recommended is necessary to keep the work of the Department so that you may put it in proper method and relieve this emergency fund from being drawn upon for clerical work?

Mr. Root. Yes, sir.

#### TELEPHONE OPERATORS.

Mr. LITTAUER. You have enumerated telephone operators day and night. Do you have a night operator?

Mr. Root. We have a telephone operator in the evening.

Mr. DENBY. On the 1st of July they altered the system of telephoning at the State Department. We have a good many lines to the Capitol, to the War Department, to the White House, and other places. We do a great deal of business in our own exchange without going through the central exchange, thereby saving a toll of 2½ cents for every message.

Mr. LITTAUER. This is a switch-board operator?

Mr. DENBY. Yes, sir.

Mr. LITTAUER. Two operators?

Mr. DENBY. Yes, sir; one for day and one for night.

Mr. LITTAUER. What has the night operator to do?

Mr. DENBY. Calls are sent to the Department very late at night, particularly when there is somebody there, and the exchange can not

be abandoned until the last official has left the Department. The office is opened early in the morning, and the operator may be called upon to stay until a late hour at night.

Mr. LITTAUER. Is the office opened before 9 o'clock?

Mr. DENBY. It does not nominally open until 9, but the operator goes on at 9 or 8.30, and he continues there until the Secretary leaves the office. Then there is a change to the night operator.

Mr. Root. We work there sometimes until 10 or 11 or 12 o'clock.

Mr. LITTAUER. Is it not customary after the ordinary exchange operator leaves to connect the telephone with the main office?

Mr. DENBY. We do that; but we consider it very desirable to have a night operator.

Mr. LIVINGSTON. That costs you  $2\frac{1}{2}$  cents a message?

Mr. DENBY. Yes, sir; every time you make a call on the outside it is  $2\frac{1}{2}$  cents.

#### CARPENTER.

Mr. LITTAUER. The next item is "Carpenter (to be appointed by the Secretary of State)." Why can not you secure the services of a carpenter in the regular way?

Mr. Root. I do not know how that language, "to be appointed by the Secretary of State," was inserted in the bill.

Mr. LITTAUER. There is no particular idea in connection with it?

Mr. Root. No, sir.

Mr. LITTAUER. What do you want the carpenter for?

Mr. Root. The principal thing is making packing boxes and making the ordinary repairs. Now I believe that work is done and paid for by the job.

Mr. LITTAUER. You mean packing boxes to take the supplies to the various embassies?

Mr. Root. Yes, sir.

Mr. DENBY. There are alterations in bookcases, small repairs to the furniture, and small repairs around the building.

Mr. LITTAUER. Do you not have ordinary laborers for that kind of work?

Mr. DENBY. We have only three laborers in the Department.

Mr. Root. It is not to do any different work from that which is done now, but instead of paying the carpenter by each piece of work it is to appoint a carpenter regularly.

Mr. BURTON. Is the same man who is doing the work to be the carpenter?

Mr. Root. I suppose so.

#### TEMPORARY TYPEWRITERS AND STENOGRAPHERS.

Mr. LITTAUER. I notice here the item, "Temporary typewriters and stenographers, to be selected by the Secretary, \$2,000." What kind of service is that?

Mr. Root. That is because at times there is a special pressure.

Mr. LITTAUER. A little emergency fund for typewriters?

Mr. Root. Yes, sir; there will be special demands for work which has to be done rapidly.

Mr. LITTAUER. You have no regular employees under that appropriation?

Mr. Root. I think not. A call will come down from Congress for a great mass of papers that have to be copied, and unless you have more clerks than you require for your ordinary work you have got to interfere with the ordinary work in order to do it.

Mr. LITTAUER. You call them in from the outside?

Mr. Root. I suppose so.

Mr. DENBY. We very rarely have outside work, but sometimes we do.

Mr. MORRISON. The regular force do the work.

Mr. Root. Out of hours?

Mr. MORRISON. Yes, sir.

Mr. LITTAUER. You have a regular force which does this work out of hours?

Mr. DENBY. We frequently send large bundles of work home with the operators over Sunday and they bring the work back on Monday without extra pay. Occasionally we have to employ outside people. The emergency of the occasion has been the criterion with me, as far as I have had any connection with it. When something has to be done it has to be done.

The Department estimates that they spend \$1,500 a year in the employment of a carpenter and that this same work could be done by a carpenter at \$1,000 a year, which would be a saving of \$500.

Mr. BURLESON. Will that continue from year to year?

Mr. DENBY. It is bound to. There are always some repairs to make.

Mr. BURLESON. Then it would be economy to appoint a regular carpenter?

Mr. DENBY. Yes, sir; it would be economy.

Mr. Root. I think every Department finds the necessity for the same sort of thing.

Mr. LITTAUER. Mr. Secretary, the temporary appropriation for stenographers and typewriters leaves a sort of open door where sometimes you ask clerks to work overtime and give them no pay and at other times you pay them. It does not seem to me to be in the proper line of appropriation.

Mr. Root. I can see the force of that.

Mr. LITTAUER. The law requires the employees to work overtime when an emergency arises.

Mr. LIVINGSTON. Are they under the civil service?

Mr. DENBY. Yes, sir.

Mr. LITTAUER. Will you please tell us what compensation they receive?

Mr. DENBY. A thousand dollars a year.

#### CONTINGENT EXPENSES.

Mr. LITTAUER. The next item is, "Contingent expenses, for stationery, furniture, fixtures, and repairs, etc." You get along with the \$6,500 without a deficiency? You have for some years past asked for \$7,000. Is there any particular reason for the increase this year?

Mr. MORRISON. To avoid a deficiency. The work of the Department is increasing, and it requires a larger sum for this item.

Mr. LITTAUER. Did you use it all in 1905, when you had no deficiency?

Mr. MORRISON. Yes, sir.

Mr. LITTAUER. Will you have a deficiency this year?

Mr. MORRISON. No, sir.

Mr. LITTAUER. Have you apportioned it?

Mr. MORRISON. Yes, sir.

Mr. LITTAUER. Have you found yourselves short in any way?

Mr. MORRISON. Yes, sir.

Mr. LITTAUER. Where?

Mr. MORRISON. We have not had enough to meet the demands.

Mr. LITTAUER. For what particular character of purchase or expenditure?

Mr. MORRISON. Stationery for the Department and furniture.

Mr. LIVINGSTON. You buy your stationery and let your furniture go; that is the only way to prevent a deficiency?

Mr. MORRISON. Yes, sir.

#### LITHOGRAPHING.

Mr. LITTAUER. Passing now over to the item, "For services of lithographer and necessary materials for the lithographic press," is that in use to-day?

Mr. MORRISON. Yes, sir; all the time. The lithographer is engaged on work all the time.

Mr. LITTAUER. This sum of money is both for his salary and materials?

Mr. MORRISON. Yes, sir; that is sufficient.

Mr. LITTAUER. These are practically stationery supplies. Do you purchase them in the open market in the regular way?

Mr. MORRISON. Yes, sir; we do.

Mr. LITTAUER. Would you rather conduct this little enterprise there of lithographing some few of your passports or something of that kind? I do not see how you can do very much.

Mr. MORRISON. Passport work has to be done in the Department. We estimate that it can be done much cheaper in this way than if given to outside parties and then we have a man on hand at all times.

Mr. ROOT. Do they not print the commissions?

Mr. MORRISON. Yes, sir; the commissions are printed there also.

Mr. ROOT. There are several forms of passports—the general form and the special form—and there is quite a variety of forms of commissions.

Mr. LITTAUER. You can not do much more than the ordinary forms for that sum of money?

Mr. MORRISON. We do have some of the work done at the Bureau of Engraving and Printing—some of the passports.

Mr. ROOT. The work more than occupies the lithographer's entire time?

Mr. MORRISON. Yes, sir.

Mr. ROOT. This seems to be the regular appropriation. It seems to me sometimes as if the writing of special letters of introduction was going to take the place of the passports, but they seem to keep on with the passports also.

#### MISCELLANEOUS EXPENSES.

Mr. LITTAUER. We will turn to the next item, "Miscellaneous expenses, including the purchase, care, and subsistence of horses, to be

used only for official purposes, repair of wagons, carriages, etc." Is there particular purpose for that multiplication?

Mr. Root. I can see the reason for the plural as to carriages, but I do not know of any reason for making the stables plural.

Mr. DENBY. There are two stables separated by an alley.

Mr. Root. Mr. Denby says there are in fact two stables separated by an alley which altogether constitute the stable.

Mr. LITTAUER. Out of this fund no other carriages can be provided except those of the Secretary?

Mr. DENBY. That is all.

Mr. LITTAUER. You have two stables for the Secretary?

Mr. DENBY. We have a man living in one. We have some carriages stored on the second floor of the other. Naturally a good many vehicles accumulate and are never used, but must be stored. They are not worth anything.

Mr. LIVINGSTON. But that storeroom is worth something?

Mr. DENBY. Not an appreciable sum.

Mr. LITTAUER. Out of this item of appropriation here the expenses of the Secretary's carriages and horses alone are provided for?

Mr. DENBY. Yes, sir.

Mr. LITTAUER. And the basis of your estimate is on that basis, and that basis alone?

Mr. DENBY. Yes, sir.

Mr. LITTAUER. Do you desire to make any further statement to the committee?

Mr. Root. I think I have said everything I have to say.

#### DIPLOMATIC RECEPTION ROOM.

Mr. LITTAUER. Is your diplomatic reception room in good shape now? We gave you an appropriation a year ago.

Mr. Root. So far as the upholstering and the condition of the furniture is concerned, it is all right. It is most inconvenient. I do not know what can be done. I have no anteroom. If you come down there to see the Secretary of State, you have to cool your heels in the hall or else come in and break in on somebody else's conversation. The people come in one after another without an anteroom. My private secretary and confidential clerk have a room away down the other end of the hall. They have to keep running to and fro. The offices are scattered around in a most inconvenient way, and a considerable amount of messenger service is required because the rooms are so widely separated. At the time when the State Department was small and did not require much room a part of the rooms needed for it were taken away and given to the Medical Department of the Navy, and in the top of the building the War Department has two whole floors. The diplomatic waiting room, where the ambassadors and ministers have to sit and wait their turn on the diplomatic reception day, is off around the corner from the diplomatic reception room. Altogether it is the most inconvenient arrangement I ever knew.

Mr. LIVINGSTON. Since the Navy Department went over to the annex can not you get back those rooms?

Mr. Root. No; they would not give up anything.

**Mr. DENBY.** I have known the time when the visitors overflowed the Assistant Secretary's room, the chief clerk's room, and the private secretary's office, and there were still some standing in the hall.

**Mr. Root.** It is an immense interference with the work for this reason: It is not only an undignified way in which to treat dignified people, it is not only unseemly that the members of the House and of the Senate should have to stand around the hall for a chance to get in, but there are some members with callers who really only want a minute. You come down with a constituent whom you want to introduce to the Secretary. You do not want to waste any time. There may be somebody in the Secretary's room talking with him about something that would take twenty minutes or a half an hour, and which ought to have it. If there were an anteroom, the Secretary could do as I used to do in the War Department—every little while go out and find the people who wanted only a few moments, and interview them.

**Mr. LITTAUER.** Can you not arrange it so as to get such a room?

**Mr. Root.** I have tried to figure it out. It may be possible I shall come to you, perhaps next year, and ask for an appropriation to change some partitions and twist it around.

**Mr. BURLESON.** To do some remodeling?

**Mr. Root.** Yes, sir.

**Mr. LIVINGSTON.** Is not the naval medical room close to the Secretary's office?

**Mr. DENBY.** Yes, sir.

**Mr. LIVINGSTON.** Have they not room enough to give it up?

**Mr. DENBY.** The room is not much bigger than this table; we would not gain much by that.

**Mr. LITTAUER.** When you came in had your predecessor a confidential clerk?

**Mr. Root.** Yes, sir.

**Mr. LITTAUER.** What has become of him?

**Mr. Root.** He had a clerk of class 4 who was appointed under the exception to the civil-service rules. He is carried on the emergency roll.

**Mr. LITTAUER.** If you do away with the emergency roll and you get this confidential clerk of class 4, what will become of him when your successor comes along?

**Mr. Root.** He will have to go out.

**Mr. LITTAUER.** He will have to take his chances of being dismissed from the service?

**Mr. Root.** Yes, sir.

**Mr. LITTAUER.** Would it not be better to change that, so that if you did use one from the service he might return to his own position? In other words, not call him "confidential clerk," but a clerk of class 4, and give him so much additional compensation while acting as confidential clerk.

**Mr. Root.** I think that the Secretary ought to have the right to bring in a man who already has his confidence.

**Mr. LITTAUER.** How about the assistant secretaries assistants?

**Mr. Root.** I think that it is a matter of but little consequence whether they take a man from the regular force or a man who is called the confidential clerk and appoint him outside of the rules.

Mr. LITTAUER. You would recommend, in an ordinary way, that he be one of the regular force, so, as they change, he may remain and be acquainted with the routine as well as the particular work?

Mr. Root. I think so. In fact, the assistant secretaries have all men of the regular force.

Mr. LITTAUER. You want to designate them as confidential assistants to the assistant secretaries and have them in addition to the present force?

Mr. Root. I think, Mr. Chairman, that probably the moving cause for designating them in that way was to differentiate the salaries.

Mr. LITTAUER. You only give them \$1,800? I look upon it only as a clerk of class 4 with an extra designation.

Mr. Root. I should think that was all it was. I do not know. It is material only that if you strike that out—

Mr. LITTAUER (interrupting). We should increase the number of clerks of class 4?

Mr. Root. Yes, sir.

Mr. LITTAUER. Do you design making promotions of those within the force, or have you not considered promotions?

Mr. Root. I have not considered it. I should certainly want to fill the highest rank by promotion so far as possible. I think it is due to the men who are at work there. If you cover this emergency roll into the regular force, I should ask the President to make a rule under the civil-service rules permitting their service in the Department to be taken in lieu of an examination by the Civil Service Commission.

Mr. LITTAUER. If we gave you a full complement, would there be any necessity to pay for salaries out of the emergency fund?

Mr. Root. I think not.

Mr. LITTAUER. Suppose we qualify it with a limitation that it should not be used for salaries so as not again in the course of things to fall into this condition?

Mr. Root. I see no reason why not.

Mr. BURLESON. When you were in the War Department was there an emergency fund?

Mr. Root. Yes, sir.

Mr. BURLESON. Was it used in a similar way?

Mr. Root. No; there was during all the time of my connection with the War Department a temporary roll specially provided for.

Mr. LIVINGSTON. We provided a lump sum of money for that purpose?

Mr. Root. Yes, sir; so it was really an emergency fund. It was specially provided to pay for the clerks.

Mr. BURLESON. Which the head of the Department could use for clerks and fix their salaries as he saw fit?

Mr. Root. Yes, sir; and Congress provided that its members should not be taken from the civil-service lists, and you maintained that.

Mr. LIVINGSTON. We not only maintained it, but we demonstrated the fact that we got a better class of clerks.

Mr. Root. Really this emergency roll that has been running in the State Department has been practically analogous to the emergency roll which you continued in the War Department, although that had the sanction of Congress. It was due to the same cause in the State

Department as in the War Department, and the only valid objection I can see to it is that it ought to have had your sanction. In the War Department the clerks were appointed in that way on what was really an emergency roll, called a temporary roll, with about one-half of the clerks of the Department, about as large as the entire force of regular clerks.

Mr. BURLESON. And they were finally all covered into the civil service?

Mr. Root. Yes, sir.

Mr. LITTAUER. That roll started with the emergency of the war with Spain?

Mr. Root. Yes, sir.

Mr. LITTAUER. Why did they not say there was a similar emergency in the State Department and ask for more clerks instead of coming to this committee and asking each year for a larger force?

Mr. Root. There really has been an increase coincident with the war with Spain in the foreign affairs of the country, an enormous increase in the business both on the diplomatic and consular sides of the State Department.

---

FRIDAY, February 9, 1906.

#### TREASURY DEPARTMENT.

#### STATEMENT OF MR. CHARLES H. KEEP, ASSISTANT SECRETARY OF THE TREASURY, ACCCOMPANIED BY MR. WALTER W. LUDLOW, CHIEF CLERK, TREASURY DEPARTMENT.

##### OFFICE OF THE SECRETARY.

Mr. LITTAUER. Mr. Keep, you ask for no change in the force connected with the office of the Secretary? I take it for granted that your force, then, is ample to do the work, and that it is an efficient force?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. Each one of the assistant secretaries has a private secretary?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. His work is in part what might be called of a confidential character, or is it not?

Mr. KEEP. Not to any great extent.

Mr. LITTAUER. Is he usually a stenographer?

Mr. KEEP. Not usually a stenographer.

Mr. LITTAUER. Where do the assistant secretaries obtain their stenographers—from what force?

Mr. KEEP. They are connected with the Secretary's office.

Mr. LITTAUER. There is one stenographer designated.

Mr. KEEP. I think there are one or two stenographers in the Secretary's office detailed from other offices.

Mr. LITTAUER. How much of a detailed force have you in the Secretary's office?

Mr. KEEP. I will have to ask Mr. Ludlow about that.

Mr. LUDLOW. There are two.

Mr. LITTAUER. How long have they been there?

Mr. KEEP. They have been there ever since I have been there.

Mr. LITTAUER. Why do you not estimate for them?

Mr. KEEP. They might be transferred from the rolls they now are on to the Secretary's office with advantage.

Mr. LITTAUER. Surely each assistant secretary must have a stenographer or more?

Mr. KEEP. There is a room adjoining the Secretary's office where there are several stenographers, and when I need a stenographer I push the button in my desk and one of them comes. It is probably more economical to do it in that way than for each one to have his own stenographer.

Mr. LITTAUER. Where are they provided for in that way? Where are they detailed from to your office?

Mr. KEEP. One is from the Second Auditor's office, detailed, and one from the internal revenue.

Mr. LITTAUER. The law requires that where details have been made for a period longer than one year a statement thereof shall be made to Congress. Have you made such statement?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. Why has it not been your purpose to incorporate such details into the force of each office to which they are detailed for a longer time than one year? Would it not be good administration?

Mr. KEEP. I should think it would be highly desirable. There are no superfluous stenographers in the Secretary of the Treasury's office. When one is absent on leave we have to send somewhere else in the Secretary's office for one. They ought to be in the office of the Secretary.

Mr. LITTAUER. Have you before you the Book of Estimates?

Mr. KEEP. I have, sir.

Mr. LITTAUER. Will you turn, then, to these details under the Treasury Department, the list of details for over one year? It is on page 480. In connection with the Secretary's office I notice there are ten details. Would you not recommend incorporating them in the estimate to cover the appropriation for the Secretary's office?

Mr. KEEP. I think they should all be put on the roll of the Secretary's office.

Mr. LITTAUER. You look upon that as a permanent addition to the Secretary's office.

Mr. KEEP. There is rather a shortage there.

Mr. LITTAUER. Have you ever looked into this problem of details and additions to and deductions from the permanent force which would naturally come?

Mr. KEEP. I think it would be very disadvantageous to the Department in every way to lessen the power of temporary details.

Mr. LITTAUER. No one wants to lessen or diminish it; but what can be the object of these details? You have to certify every six months in connection with them. The object of that evidently is to draw to your attention the fact that these details have become permanent, and to enable you to estimate for them separately.

Mr. KEEP. They should be estimated for in the Secretary's office, and should be subtracted from the force of the other offices. But

there have been cases where the Secretary has recommended an increase for one office and a decrease in others where the increase was not granted but the decrease was. [Laughter.]

Mr. LITTAUER. That was because of lack of proper information.

Mr. KEEP. I think it is the Department's own fault, perhaps, where that takes place.

#### OFFICE OF CHIEF CLERK AND SUPERINTENDENT.

Mr. LITTAUER. Turning now to the office of the chief clerk and superintendent, you ask for an additional assistant messenger, an additional skilled laborer, and an additional laborer, together with the promotion of a skilled laborer, evidently to be designated a male. How much additional force do you ask for?

Mr. KEEP. The needed additions asked for are for four increases in force and \$2,520 increase in money. There is an increase of seven in the force, and a decrease of three, making a net increase of four.

Mr. LITTAUER. How many details are there in this office?

Mr. KEEP. In addition to that, we have dropped another man—

Mr. LUDLOW. One at \$1,200.

Mr. LITTAUER. You can drop another man at \$1,200, because of detail from your office?

Mr. LUDLOW. No; drop the place.

Mr. KEEP. There is an estimate there of one assistant draftsman at \$1,200 a year, and the chief clerk tells me he could get along without that position, and it can be dropped.

Mr. BURLESON. Under what division is that?

Mr. KEEP. One assistant draftsman, \$1,200. It is not an increase asked for. It follows the item of \$200 increase in the pay of one draftsman: "One draftsman, \$1,400, increase of \$200, submitted." After that there is one draftsman, \$1,200.

Mr. LITTAUER. That is the office of the chief clerk?

Mr. KEEP. Yes; on the middle of page 25 of the Book of Estimates.

Mr. LITTAUER. Let us pass that item for a moment and return to it, the clerk not being here at this moment. Now, upon what basis do you ask for these increases of salaries? What are the reasons?

Mr. KEEP. There is an increase asked of one skilled laborer, \$120 increase. We ask that you drop a skilled laborer at \$720 and add one at \$840. That man is a skilled wireman and electrician and he receives less than is paid outside.

Mr. LITTAUER. How many other electricians have you?

Mr. KEEP. One electrician, and one skilled laborer, who is a wireman.

Mr. LITTAUER. You desire now to promote him?

Mr. KEEP. Yes; to the extent of \$120.

Mr. LIVINGSTON. Do you change his title?

Mr. KEEP. We have not changed his title in the estimate. There is no objection, however, to changing it. He is an assistant to the electrician and wire man. He is practically an electrician.

Mr. LITTAUER. That means ultimately too high a salary. Perhaps we had better carry him as you suggest.

Mr. LIVINGSTON. But the title and salary are not on all fours.

Mr. KEEP. I have here in typewriting a statement upon all these things in the chief clerk's office.

Mr. LITTAUER. We would like to have you read it to us.

Mr. KEEP (reads) :

The services of one additional messenger, at \$720 per annum, are absolutely necessary, owing to the great increase in the work of the office.

That increase comes very largely from the additional number of public buildings that add to the work of the chief clerk's office.

Mr. LITTAUER. Are they not now fairly well completed—this list of public buildings? Does the work still continue?

Mr. LUDLOW. The Supervising Architect would have to answer that question.

Mr. LITTAUER. The work is in your office?

Mr. LUDLOW. Yes. It is increasing constantly.

Mr. KEEP. Fifty public buildings will be finished this year, and that adds to the work of the chief clerk's office. They will soon be transferred from the Supervising Architect's Office to the chief clerk's office.

Mr. LITTAUER. That work still requires additional help and one additional force?

Mr. LUDLOW. Yes.

Mr. KEEP (reads) :

In the estimates provision is made in one place for 58 watchmen, at \$720 each; and in another place six special watchmen, at \$720 each. It is desirable that these two classes of positions be consolidated, and that 64 watchmen be provided for, at \$720 each. These six special watchmen were authorized during the Administration of President Harrison—

Mr. LITTAUER. I would like to remark, right there, that several years ago the Treasurer of the United States came here and insisted that there should be six extra watchmen, and evidently gave such good reasons that they were included in the appropriation—

Mr. COURTS. To be held separate and apart from the others, as they are held here—

Mr. LITTAUER. Yes; he requested that they be kept separate.

Mr. KEEP. Their compensation is the same as that of the other watchmen. They form part of the watch force.

Mr. LITTAUER. Do you detail just so many to the Treasurer's office?

Mr. LUDLOW. Yes.

Mr. KEEP. The 64 watchmen are used as one watch force. We have outside buildings other than the Treasury Department that we have to rent.

Mr. LITTAUER. The argument about this is that while they are appropriated for specially, they are nevertheless amalgamated into one force?

Mr. LUDLOW. If you will permit Mr. Keep to finish that, you will find the reading will explain that.

Mr. LITTAUER. Certainly; I beg pardon. Let him go on.

Mr. KEEP (reads) :

These six special watchmen were authorized during the Administration of President Harrison, on the request of the then Treasurer of the United States. Conditions are such now that these six who were appointed under that authorization can not be distinguished from the other 58 by the captain of the watch, although the division of appointments might be able to supply a record. However, they are all required.

That makes two separate appropriations for one watch force.

Mr. LITTAUER. Has there been any change in the location of vaults, or in the system of vault watching since that day? These men were specially provided for one particular purpose in connection with the vaults at that time.

Mr. KEEP. That was long before my day.

Mr. LITTAUER. Continue, please.

Mr. KEEP (reads):

There is an increase of one skilled laborer at \$840 and a decrease of one at \$720. This increase is asked as the present incumbent of the position (carried as a skilled laborer at \$720) is in fact an electrician and wireman and performs such service in the Department. Electricians in outside service receive \$4 per day, and the Department finds it difficult to obtain the services of a competent man at the salary paid. One hundred dollars additional is asked for the wireman and electrician for the same reason.

The services of one additional laborer at \$660 per annum are absolutely needed, as the chief clerk's office is called upon by the various offices, bureaus, and divisions of the Department to furnish laborers for special services.

The increase of \$120 each for the two laborers now receiving \$360 is believed to be deserving. These women are employed from 8 o'clock in the morning until half past 4 o'clock in the evening in sorting and packing waste paper in bags, and the work is of the most laborious character, and the salary received is not commensurate with the services rendered.

Mr. LITTAUER. You do not desire to change them from females to males, do you, in the handling of this work?

Mr. KEEP. No, sir. It is an additional compensation, too, for those who are now performing this work. [Reads:]

In the estimates there is submitted an increase of \$200 for one draftsman. This is withdrawn and the salary left at \$1,200, because the draftsman provided for last year has been pronounced to be assistant inspector of furniture. (Provision for the inspector of furniture and assistant inspector of furniture is included in the sundry civil bill.) It is intended to request the Appropriations Committee to change the title of the assistant inspector of furniture to "assistant inspector of furniture and draftsman." It is also suggested that the estimate for one assistant draftsman, at \$1,200, be withdrawn, as it is believed that the Department can dispense with his services.

Mr. LITTAUER. Where is the man you are going to drop there?

Mr. KEEP. That is the assistant draftsman, at \$1,200. I want to call the attention of the committee to the fact that the assistant inspector of furniture—

Mr. LITTAUER. How long has that assistant draftsman been at work there?

Mr. LUDLOW. Only during the last year.

Mr. LITTAUER. You found his services were no longer required?

Mr. LUDLOW. Yes. Right in that connection, we would like to change the designation of that assistant inspector of furniture to "assistant inspector of furniture and draftsman," because he will still continue to do drafting work in the office.

Mr. KEEP. That is in another bill.

Mr. LUDLOW. Yes; that is in the sundry civil bill.

Mr. KEEP. Some people in the chief clerk's office are not probably in this bill, but in the sundry civil bill. It would seem desirable to bring them under this bill. The only reason why they are not appropriated for here and why they are appropriated for in the sundry civil bill is that they are traveling inspectors, and the appropriation for traveling expenses is made outside of their salaries. If that were made in this bill an appropriation would have to be made on this bill for the contingent expenses.

Mr. LITTAUER. They are a field force, traveling outside, and are not here in Washington.

Mr. LUDLOW. A part of the time they are here.

Mr. LITTAUER. Now, how large a force have you in this chief clerk's office? I understand it is the largest office in connection with the Treasury Department proper. Is it not?

Mr. LUDLOW. It contains 286 persons.

Mr. LITTAUER. You have a force of 286?

Mr. KEEP. Yes; that includes watchmen, firemen, charwomen, and all.

Mr. LITTAUER. Is this an efficient force?

Mr. LUDLOW. It is.

Mr. LITTAUER. How much dead wood have you in the force?

Mr. LUDLOW. Not a single person.

Mr. KEEP. I think it is a very good force myself.

Mr. LITTAUER. Have you many over the age of 65 years?

I can not tell just how many there are of them.

Mr. BURLESON. They are drawing small salaries?

Mr. LUDLOW. Yes; but they are still able to do efficient duty.

Mr. LITTAUER. You have clerical force, watch force, cleaning force, and a practical manufacturing force?

Mr. KEEP. Yes; firemen, and cleaners, and cabinetmakers, and so on.

Mr. LITTAUER. And you have no criticism to make of any men retained there through the operation of the civil-service rules, but are satisfied with the efficiency of your force?

Mr. LUDLOW. Yes.

Mr. TAWNEY. I see you have 15 who are over 70 years of age.

Mr. LUDLOW. They are probably watchmen.

Mr. TAWNEY. One is getting \$1,000, one \$840, eight are getting \$720, two are getting \$660, and three are getting \$500.

Mr. LUDLOW. The thousand-dollar person, I do not know who that is.

Mr. BURLESON. All drawing small salaries except one?

Mr. LUDLOW. Yes.

Mr. TAWNEY. But there is that number, 15, who are over 70 years?

Mr. LUDLOW. Eight at \$720 are probably watchmen. That is a watchman's salary.

Mr. TAWNEY. What are the duties of a watchman?

Mr. LUDLOW. To see that improper persons are kept out of the building, and to put them out, and to watch the vaults and watch the clerks and watch everybody that comes in, and watch the doors. We have three shifts, you know.

Mr. TAWNEY. Three shifts of watchmen?

Mr. LUDLOW. Yes; of eight hours each.

Mr. TAWNEY. The same number in each shift?

Mr. LUDLOW. Oh, no. There are more in the daytime, and more on the 4 o'clock watch than on the midnight watch.

Mr. KEEP. The only additional estimates are for two additional charwomen. [Reads:]

Two additional charwomen are desired at the Winder Building, in view of the fact that the present force has not been able to perform the duties assigned to

them. At the present time each woman is required to scrub and clean twenty rooms, which is a larger amount of work than they are able to perform efficiently.

Mr. LITTAUER. What is the necessity for this additional force?

Mr. KEEP. They have each about twenty additional rooms to clean.

Mr. LITTAUER. Then they have the same number to clean as in years past?

#### DETAILS AND TRANSFERS—OFFICE OF SUPERINTENDENT.

Mr. LUDLOW. That does not cover the Winder Building. We still have to detail over there.

Mr. LITTAUER. Why do you not make up your estimates for the whole force?

Mr. LUDLOW. As Mr. Keep says, we would be perfectly willing and glad to do it.

Mr. LITTAUER. We read over your estimates in connection with the Winder Building, and our minds are attracted at once to the Winder Building, and then you tell us that you have further details there. What is the use of considering them?

Mr. KEEP. I am not familiar with the watch force and the char force.

Mr. LITTAUER. What is the reason for the additional force at the Winder Building, not specified here, but detailed from other offices?

Mr. LUDLOW. Because sometimes charwomen are away, you know, and we have to detail persons to help out over there from our Treasury office. Those people over there have to take care of twenty rooms each.

Mr. LITTAUER. Are these permanent details?

Mr. LUDLOW. No; they are not permanent.

Mr. LITTAUER. Why do you not ask for two more on your regular force rather than on the Winder Building force?

Mr. LUDLOW. We are perfectly willing to do it. You have provided in years back for the Winder Building separately. We would just as lief have them under the Treasury Department proper.

Mr. LITTAUER. There is no use in taking up the Winder Building unless you take up all employed in the Winder Building.

Mr. KEEP. I think there is a misapprehension. The details he speaks of are of a temporary character.

#### RESTORING WORN-OUT AND DEFACED ROLLS.

Mr. LITTAUER. Now, not in connection with the chief clerk's office, we have here a submission of \$21,000 transferred from the Auditor of the War Department for restoring, repairing, and preserving worn-out and torn and defaced rolls.

Mr. KEEP. That is a matter of importance.

Mr. LITTAUER. How much of that expenditure is made in connection with the office of the Auditor for the War Department, and how much of it with the other bureaus and divisions of the Treasury Department?

Mr. KEEP. At the present time the entire expenditure of that money is in connection with the rolls in the office of the Auditor for the War Department. That has not been the case in the past. That

\$21,000, being the only lump-sum appropriation in the Department, has been utilized to meet temporary demands for an excess force wherever needed, and the Comptroller recently rendered a decision that under the wording of the appropriation as it is made in the Auditor's office no person paid out of that roll could be utilized except upon the work of restoring those rolls. That has cut the Department away from the use of that appropriation. It is an economical thing that a department with so large a force as the Treasury Department should have a lump-sum appropriation which it could use anywhere.

Mr. LITTAUER. But it should be known as a lump sum for temporary employment.

Mr. KEEP. Yes; and for that reason we have asked that that be transferred to the Secretary's office, and that the wording be changed so that it can be used for any clerical purpose.

Mr. LITTAUER. How much of it do you design, or estimate, should be used for the Auditor's office? Why can we not give you a specific sum for emergency employment of general clerical service and still hold this amount appropriated for restoration of rolls and vouchers as a separate item?

Mr. KEEP. That would be perfectly satisfactory to the Department. We thought you might prefer to retain the appropriation as it has been in the past, but broaden its scope. For example, a few years ago the Auditor for the Post-Office Department was getting behind in his money-order work and asked for an additional force, and we employed something like ten low-priced people and put them on the pay roll and detailed them to his office. I have no doubt that that prevented the Auditor from asking for an increase of the permanent force in his office—for as large an increase as he would have asked if we had not helped him out. If you do not have it that way, the tendency, you see, is for each officer to estimate for the maximum requirements of his office. It is a highly economical thing to have a little money to spend wherever it is needed.

Mr. LITTAUER. Are these permanent employees, or are they taken in to do two or three days' work at a time, and then dismissed?

Mr. KEEP. They are permanent.

Mr. LITTAUER. Can you give us the roll of those employees, and a statement of the character of the work they are occupied with?

Mr. KEEP. Heretofore they have been put wherever we wanted them. At times they are made up of people paid high rates of compensation, and at other times it is made up of low-grade people in the Auditor's office, assorting money orders.

Mr. LITTAUER. How much do you need for the restoration of rolls in the Auditor's office.

Mr. KEEP. I think the Auditor would have to answer that question.

Mr. LITTAUER. You have been able to use it all up?

Mr. KEEP. In the last few months, yes.

Mr. LITTAUER. Will you give us the roll for the year previous to the Comptroller's decision, so that we can have an idea of the number of people carried on this roll and their compensation and the work they are actually performing?

Mr. KEEP. It changed several times during that year.

Mr. LITTAUER. You say they are permanent employees?

**Mr. KEEP.** Yes; but when a vacancy occurs in the Department some one is put on in that vacancy, and the roll changes all the time in that way.

*Employees paid from appropriation: "Repairing rolls," office of Auditor for the War Department, fiscal year 1905.*

Name.	Period of service.		Office in which service was rendered.	Days pay deducted on account of excessive absence.
	From—	To—		
<i>Clerks, \$1,800 class.</i>				
Bolce, Harold .....	July 1, 1904	July 5, 1904	Secretary .....	
Simmons, John B. ....	July 26, 1904	July 30, 1904	Comptroller of Treasury .....	
<i>Clerks, \$1,800 class.</i>				
Ainslee, Kate .....	June 1, 1905	June 30, 1905	Secretary .....	
Croghan, B. A. ....	do .....	do .....	do .....	
Cummins, J. Knox .....	do .....	do .....	Auditor for Navy .....	
Smith, Arthur H. ....	do .....	do .....	Division of printing and stationery. ....	
<i>Clerks, \$1,400 class.</i>				
Cummins, J. Knox .....	July 1, 1904	Sept. 18, 1904	Auditor for Navy .....	
Moore, James G. ....	May 27, 1905	June 30, 1905	Appointment division .....	
Parson, George .....	do .....	do .....	do .....	
<i>Clerks, \$1,200 class.</i>				
Patterson, J. N. ....	Mar. 30, 1905	June 30, 1905	Auditor for War .....	
Sample, Warren A. ....	Mar. 18, 1905	Apr. 20, 1905	do .....	
Thrift, H. A. ....	June 3, 1905	June 30, 1905	do .....	
<i>Clerks, \$900 class.</i>				
Andros, R. E. ....	Apr. 1, 1905	June 30, 1905	Comptroller of Currency .....	
Barr, Emma .....	Jan. 1, 1905	do .....	Auditor for Navy .....	9
Beatty, Carl E. ....	Aug. 23, 1905	Oct. 16, 1904	Auditor for War .....	
Best, Chas. A. ....	Oct. 12, 1904	June 9, 1905	do .....	
Brown, C. J. ....	Feb. 24, 1905	June 30, 1905	do .....	
Brown, Silas W. ....	Feb. 14, 1905	Mar. 12, 1905	do .....	
Goeltz, Hugo G. ....	Sept. 20, 1904	Nov. 7, 1904	do .....	
Grant, W. H. ....	July 1, 1904	Sept. 30, 1904	do .....	
Hamilton, H. T. ....	Feb. 1, 1905	Mar. 7, 1905	Auditor for Post-Office Department. ....	
Harlan, Robert J. ....	Aug. 28, 1904	Nov. 22, 1904	Auditor for War .....	
McKillen, J. C. ....	Nov. 14, 1904	Mar. 12, 1905	Auditor for Navy .....	
Noyes, J. G. ....	Dec. 3, 1904	Mar. 15, 1905	do .....	
Osborne, J. H. ....	June 5, 1905	June 30, 1905	Auditor for War .....	2
Pinchback, B. R. ....	July 1, 1905	Nov. 14, 1904	Auditor for Navy .....	
Porter, J. A. ....	June 24, 1905	June 30, 1905	Auditor for War .....	
Reed, F. M. ....	Apr. 1, 1905	do .....	do .....	
Robb, R. F. ....	Nov. 8, 1904	June 29, 1905	do .....	
Ruddy, Alice K. ....	Oct. 13, 1904	June 30, 1905	do .....	
Sanborn, Kate. ....	June 10, 1905	do .....	do .....	8
Sawyer, E. W. ....	Aug. 16, 1904	Oct. 31, 1904	do .....	
Service, Robert J. ....	Feb. 15, 1905	June 28, 1905	do .....	
Spaulding, J. C. ....	May 5, 1905	May 17, 1905	Comptroller of Treasury .....	
Speich, Emanuel .....	Jan. 14, 1905	June 16, 1905	Auditor for War .....	
Van Hoesen, F. M. ....	Aug. 2, 1905	Oct. 4, 1904	do .....	
<i>Temporary clerk, \$900 class, appointed for three years.</i>				
Bryson, H. J. ....	Mar. 29, 1905	June 28, 1905	Bureau of Mint .....	
<i>Temporary clerk, \$900 class, appointed for thirty days.</i>				
Morgan, Emma V. ....	Mar. 23, 1905	Apr. 21, 1905	Auditor for Post-Office Department. ....	2
<i>Clerks, \$720 class.</i>				
Ammann, Adolph .....	July 1, 1904	Nov. 20, 1904	Auditor for War .....	
Brayton, C. E. ....	Sept. 19, 1904	June 6, 1905	do .....	7
Cherryhomes, A. J. ....	July 1, 1904	Aug. 16, 1904	do .....	

*Employees paid from appropriation, "Repairing rolls," etc.—Continued.*

Name.	Period of service.		Office in which service was rendered.	Days pay deducted on account of excessive absence.
	From—	To—		
<i>Clerks, \$720 class—Continued.</i>				
Coleman, B. A.	Mar. 7, 1905	June 30, 1905	Auditor for War.....	
Graham, F. W.	Aug. 25, 1904	.....do.....	.....do.....	
Hendricks, W. F.	Sept. 1, 1904	Mar. 26, 1905	.....do.....	
McFarland, J. C.	July 1, 1904	July 25, 1904	Auditor for Navy.....	
Porter, James A.	Dec. 17, 1904	June 23, 1905	Auditor for War.....	
Pracht, Max.	Feb. 17, 1905	June 30, 1905	.....do.....	
Rogers, E. M.	Apr. 1, 1905	.....do.....	Auditor for Post-Office Department.....	
Scott, E. L.	Jan. 27, 1905	June 9, 1905	Auditor for War.....	
Sliney, Harriett C.	Jan. 26, 1905	June 30, 1905	.....do.....	
Stine, J. H.	Mar. 25, 1905	.....do.....	.....do.....	
Stroop, G. G.	July 1, 1904	Sept. 18, 1904	.....do.....	
Williamson, S. B.	Jan. 12, 1905	Mar. 20, 1905	.....do.....	
Winters, E. L.	July 1, 1904	June 30, 1905	.....do.....	14
Young, J. M. H.	July 26, 1904	Mar. 24, 1905	.....do.....	
<i>Temporary clerks, \$720 class, appointed for thirty days.</i>				
Hasbrough, Ida	July 1, 1904	July 24, 1904	Auditor for Post-Office Department.....	
Irwin, Bertha F.	Aug. 24, 1904	Aug. 31, 1904	.....do.....	
<i>Repairs of rolls, \$660 class.</i>				
Barr, Emma	July 1, 1904	Dec. 31, 1904	Auditor for Navy.....	
Brayton, C. E.	.....do.....	Sept. 18, 1904	Auditor for War.....	2
Coleman, B. A.	.....do.....	Mar. 6, 1905	.....do.....	
McMackin, M. A.	.....do.....	June 30, 1905	Auditor for Navy.....	
Prindle, G. H.	.....do.....	Nov. 8, 1904	Auditor for War.....	
Sanborn, Kate	.....do.....	July 5, 1904	.....do.....	
Stine, J. H.	.....do.....	Mar. 24, 1905	.....do.....	6
Townsend, D. S.	.....do.....	Mar. 20, 1905	.....do.....	29
Thatcher, M. J.	.....do.....	Nov. 30, 1904	.....do.....	30
Wines, Guy W.	Sept. 8, 1904	Nov. 28, 1904	Auditor for Treasury.....	
Young, J. M. H. !	July 1, 1904	July 25, 1904	Auditor for War.....	
<i>Temporary clerks, repairs of rolls, \$660 class, appointed for three months.</i>				
Bartmess, Edith H. a	Nov. 15, 1904	May 15, 1905	Auditor for Post-Office Department.....	1
Fitzsimons, Agnes C.	Nov. 28, 1904	May 26, 1905	.....do.....	
Goodfellow, Louise a.	.....do.....	.....do.....	.....do.....	1
Happersett, Louisa W.	Nov. 15, 1904	May 15, 1905	.....do.....	2
Lombard, P. H. a.	Nov. 21, 1904	May 24, 1905	.....do.....	3
Long, Elizabeth V.	Nov. 16, 1904	Feb. 24, 1905	.....do.....	4
Marshall, Ben A. a.	Nov. 25, 1904	May 24, 1905	.....do.....	5
Raison, Georgina W.	Nov. 15, 1904	Mar. 24, 1905	.....do.....	6
Sanderlin, Georgie a.	Dec. 1, 1904	May 31, 1905	.....do.....	12
Ingersoll, Heloise C.	Mar. 25, 1905	Mar. 31, 1905	.....do.....	
Kellogg, Carrie S.	Nov. 5, 1904	Nov. 24, 1904	.....do.....	
Knapp, M. A. a.	.....do.....	Nov. 30, 1904	.....do.....	
Moran, Eva L.	Nov. 9, 1904	Nov. 15, 1904	Secret service division.....	
Neale, Adelaide B.	Nov. 8, 1904	.....do.....	Auditor for Post-Office Department.....	
Oliver, Marion T.	Nov. 14, 1904	.....do.....	Public money division.....	1
Ramsburg, Alice L.	Nov. 16, 1904	Nov. 27, 1904	Auditor for Post-Office Department.....	
Sparks, Lillie B.	Nov. 5, 1904	.....do.....	.....do.....	1
Steele, Mary C.	Apr. 1, 1905	May 14, 1905	.....do.....	
Thomas, Maude L.	Nov. 14, 1904	Nov. 30, 1904	Auditor for War Department.....	
Warden, C. E.	Nov. 7, 1904	Nov. 18, 1904	Auditor for Post-Office Department.....	
Willard, Harold A.	Nov. 19, 1904	Dec. 18, 1904	.....do.....	
<i>Skilled laborer, \$480 class.</i>				
Kratz, Marie C.	June 28, 1905	June 30, 1905	Auditor for Post-Office Department.....	

<sup>a</sup> Appointed by certification by the Civil Service Commission for three months, and continued for three months additional, and detailed to office of Auditor for Post-Office Department, to assist in disposing of large accumulation of money orders.

## NEWSPAPER CLERKS.

Mr. TAWNEY. I would like to go back to the subject of "details." How many clerks in the Treasury Department are detailed for newspaper work?

Mr. LUDLOW. We have a clipping bureau; that is all; and there is one clerk there and one messenger, I think.

Mr. TAWNEY. You are certain there is only one clerk?

Mr. LUDLOW. That is all. That is not under my jurisdiction.

Mr. TAWNEY. Under whose jurisdiction is it?

Mr. LUDLOW. Under the Secretary's. No people on the chief clerk's roll are there.

Mr. TAWNEY. Do you not consider yourself as under the Secretary's office—under his jurisdiction?

Mr. LUDLOW. It is not under my immediate jurisdiction.

Mr. TAWNEY. Do you know why they are employed there?

Mr. LUDLOW. There is one clerk at \$1,800 and, I think, one assistant messenger at \$720. He is detailed from the Register's office.

Mr. TAWNEY. What do they do?

Mr. LUDLOW. They read the newspapers and make clippings that are of interest to the Secretary and the assistant secretaries and the Department, so we can keep abreast of the times.

Mr. TAWNEY. Do not the Secretary and assistant secretaries read the newspapers?

Mr. LUDLOW. I do not think they have time. I have never seen the Secretary read a paper.

Mr. LITTAUER. These men advise themselves on all questions affecting great financial matters connected with the Department?

Mr. LUDLOW. Yes, sir.

## RESTORATION OF WORN AND DEFACED ROLLS.

Mr. LITTAUER. I would like to have you send down the roll and give us some estimate of the amount required for the restoration of rolls and another estimate of the amount you require for clerical services not otherwise provided for.

Mr. KEEP. Yes, sir; and a statement of the way the \$21,000 was expended in the last fiscal year.

Mr. LITTAUER. During the year prior to the decision of the Comptroller.

Mr. KEEP. Very well. (See p. 167.)

## BOOKKEEPING AND WARRANTS DIVISION.

Mr. LITTAUER. The next item is "Division of bookkeeping and warrants."

Mr. KEEP. There is no change there, I think.

Mr. LITTAUER. What is this division of bookkeeping and warrants? It is concerned with what kind of work?

Mr. KEEP. They keep the books for the Government by appropriations.

Mr. LITTAUER. What is the total force there?

Mr. KEEP. Thirty-eight clerks.

Mr. LITTAUER. Can not you give us some general idea of the scope of this bureau, so that we may understand the reason for the employment of some forty-odd men?

Mr. KEEP. The estimates are made there. During the year the books of the Government are kept by appropriations, including the advances to all the disbursing officers, correspondence relating to claims against the Government—there is a great deal of correspondence carried on with members of Congress—furnishing of information, making the statistical statements for the Secretary, all the matter in the Secretary's annual report that relates to the receipts and expenditures, including the classified statement of expenditures.

Mr. LITTAUER. What have you to do with warrants?

Mr. KEEP. All warrants are prepared and issued from that office for the payment of money from the Treasury, both the warrants advanced to disbursing officers and settlement warrants, claims already audited and settled by the Department. Of course the money that is advanced to disbursing officers is afterwards checked out in favor of other people, and the disbursing agents frequently advance very large sums to officials, but every dollar that goes out of the Treasury goes out on a warrant which originates in this division, and the receipts are also kept there and classified. It is a division largely created by the Dockery Act in 1894.

Mr. LITTAUER. You desire to make no change in it—it satisfies the purpose and is necessary, in your opinion?

Mr. KEEP. It is a very excellent division and under the control of a very excellent man.

#### CUSTOMS DIVISION.

Mr. LITTAUER. The next item is "Division of customs," and here again you ask for no change in force. Are there any details?

Mr. KEEP. I have no doubt there are some details. It seems there is only one detail to the customs division, and that is a messenger.

Mr. LITTAUER. We have come to the conclusion that where details have been going on for longer than one year in your estimates the year following you must pick up those details where they belong and drop them where they fall out.

Mr. KEEP. If I am here another year I will see that it is done in every case.

Mr. LITTAUER. Is the bookkeeping division for the customs service?

Mr. KEEP. No, sir. The accounts of that service are kept in the appointment division. This customs division is concerned almost entirely in sending letters of instruction to collectors of customs and in making decisions.

Mr. BURLESON. I notice that since 1895 the cost has increased about 50 per cent for that division. Why this increased cost?

Mr. KEEP. It would be hard for me to explain that, except to say that the Dingley tariff act was passed in 1897, when the new customs administrative act was passed.

Mr. BURLESON. In 1899 it was only \$28,290.

Mr. LITTAUER. That is due to the new provisions of the administrative act.

**Mr. TAWNEY.** The McKinley administrative act was passed in 1890.

**Mr. KEEP.** There were a large number of administrative provisions in the Dingley tariff act.

**Mr. TAWNEY.** No, sir. They were all covered in the administrative act, which we have been trying to amend, but have failed to do so.

#### DIVISION OF APPOINTMENTS.

**Mr. LITTAUER.** The next item is "Division of appointments."

**Mr. KEEP.** The only request there is one submitted last year for increase in the compensation of the chief of division. It is a division that performs a great many functions that its name would not lead you to infer.

**Mr. LITTAUER.** Such as what?

**Mr. KEEP.** The keeping of the accounts of the customs service. I do not think it is a very logical assignment of that business. I think an accounts section in the customs division would be a more logical place for the keeping of those accounts, but they are kept in the appointment division.

**Mr. LITTAUER.** Your appointments are all made under the civil-service law?

**Mr. KEEP.** Yes, sir.

**Mr. LITTAUER.** And consequently there would be practically nothing for the appointment division to do?

**Mr. KEEP.** There is an immense amount of labor involved in the correspondence with the Civil Service Commission over new appointments and over promotions and transfers from one bureau to another, all matters of discipline and time keeping in the Department, the certifying of the pay rolls by comparing them with the roster of the Department, and he has charge of the custody of all official bonds, not only of the Treasury Department, but of all the Departments. They are examined and renewed, reexamined, and the solvency of the sureties examined, and all the correspondence relating thereto goes to the appointment division.

**Mr. BURLESON.** I notice that since 1897 the expenses of this division have increased nearly 50 per cent. Can you account for that increase?

**Mr. KEEP.** It is due largely by reason of the additional functions that have been taken on by that division from time to time that are not strictly connected with appointments. The chief of the division is a member of the personnel committee of the Department—an informal committee really advisory to the Secretary in all matters of discipline and upon promotion, and making investigations that have to be made in connection with such matters, and there are charges of misconduct that have to be investigated. The Secretary could not investigate them, and the chief of the appointment division investigates many of them.

**Mr. LITTAUER.** You have a number of exempted employees—special agents?

**Mr. KEEP.** The special agents are exempted from the civil service. The agents of the Secret Service are also exempted.

**Mr. LITTAUER.** Does your bureau of appointments have to do with

the appointment of special employees, or are they appointed by the head of the Department?

Mr. KEEP. They are practically appointed by the head of the Department.

#### DIVISION OF PUBLIC MONEYS.

Mr. LITTAUER. The next item is, "Division of public moneys," and you also submit there an increase of compensation for the chief of division.

Mr. KEEP. Mr. Daskam is a man who has been in the public service thirty or forty years. The work has greatly increased. He has charge of the accounts of all depository banks, now some 850 in number. Their weekly and monthly reports all come through his office, and all the discrepancies and errors in the accounts have to be corrected through his office by correspondence.

Mr. BURLESON. Has there been about the same increase of work in this division as others? You speak of the work as greatly increasing.

Mr. KEEP. It has increased in the number of men employed in the office.

Mr. BURLESON. I notice that the cost of the division, however, has increased but very little.

Mr. KEEP. That is true of a good many divisions of the Department, that where the work has greatly increased there is the same cost as before. In both those cases the increase asked for would make the pay of those men be very much less than what men of equal responsibility and equal importance in commercial life would be getting.

Mr. LITTAUER. But their salaries are above the general salaries of chiefs of divisions throughout the Departments of the Government?

Mr. KEEP. I think that may be true of the Treasury generally, that the chiefs of the prominent divisions of the Treasury are paid as well as in any of the Departments of the Government.

#### DIVISION OF LOANS AND CURRENCY.

Mr. LITTAUER. Your division of loans and currency comes next?

Mr. KEEP. There is no change there.

Mr. LITTAUER. There is a large force again; how many?

Mr. KEEP. That division is one of the money-counting divisions, and all the money counted in the Treasurer's Office passes through this division for verification.

Mr. BURLESON. Does that account for the cost this division has increased—30 per cent?

Mr. KEEP. Yes, sir; the work there has increased over 100 per cent, according to the statement of Mr. Huntington. All the paper for the money of the Government is examined in that division sheet by sheet.

Mr. LITTAUER. I notice that one of your clerks receiving a compensation of \$1,900 is over 70 years of age.

Mr. KEEP. I do not know him personally.

Mr. LUDLOW. I think I know who he is.

Mr. LITTAUER. Do you know anything definite enough to state whether his services, having reached the age of 70 years and more,

are up to the standard that you would naturally expect from one receiving a salary of \$1,900?

Mr. KEEP. I can not answer the question, because I do not know the individual.

Mr. LUDLOW. If it is the man I think it is, I would say yes.

Mr. KEEP. The chiefs of the division of bookkeeping and warrants and loans and currency are both 70 years of age, and if I picked out the two best men in the Treasury Department I think I would pick them out.

Mr. BURLESON. Is not that the exception to the rule with reference to men of that age?

Mr. KEEP. I think as a rule chiefs of division at that age are competent because they do not have to perform routine work. Where routine work is necessary I think the younger clerks are more efficient. A chief of division is a very responsible position. That, however, is not always the case.

Mr. TAWNEY. What are the duties of the chief of division?

Mr. KEEP. One of his principal duties is the preparation of all correspondence that goes out of that division, answering the incoming mail relating to the work of that office, and then the necessary research has to be made.

Mr. TAWNEY. He does not make the research; he directs it?

Mr. KEEP. In many cases he makes it himself, and in other cases he directs it.

Mr. TAWNEY. Does he dictate the letters?

Mr. KEEP. Yes, sir; and is responsible, and the letters come from the chief of division up to the Assistant Secretary.

Mr. TAWNEY. Does that require more than ordinary intelligence of one familiar with the facts after investigating it?

Mr. KEEP. Yes, sir; I think it requires very exceptional talent to make a good chief of division. You take the chief of the division of loans and currency or the division of bookkeeping and warrants and the questions they have to answer are very difficult to answer, and they have to be answered properly.

Mr. TAWNEY. What is there in connection with the division of bookkeeping and warrants that requires a great deal of correspondence?

Mr. KEEP. The correspondence about appropriations, about claims, the condition of claims. There is an immense amount of correspondence from his office to show the exact status of many matters that are pending in Congress.

Mr. LITTAUER. And he has charge of all the estimates?

Mr. KEEP. Yes, sir. The Book of Estimates is prepared in his office. He also prepares the Book of Appropriations and the claims, with the exception of a certain class of claims based on internal-revenue service, some old civil-war claims, etc.

Mr. TAWNEY. Is it his judgment as to the amount necessary to be appropriated that we are to be governed by?

Mr. KEEP. No, sir.

Mr. LITTAUER. He simply does the clerical work?

Mr. KEEP. Yes, sir.

Mr. TAWNEY. He does not make up the estimates?

Mr. KEEP. No, sir; they all go through his office. He sees that they are in correct form, but he has nothing to do with the determination of the amount of the estimates.

#### REVENUE-CUTTER SERVICE.

Mr. LITTAUER. The next item is "Division of Revenue-Cutter Service," and there is one increase asked for?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. Has the work gotten behind?

Mr. KEEP. I can not add very much to what the Chief of the Revenue-Cutter Service has said, but I think the business is doubtless being more carefully conducted than heretofore.

Mr. LITTAUER. Did you examine into the necessity for this increase?

Mr. KEEP. We had the Chief of the Revenue-Cutter Service before us and heard his statement, and concluded that he was justified in asking for the increase.

Mr. BURLESON. This division has increased in cost 35 per cent since 1897. Do you not think that is a rapid increase?

Mr. KEEP. I can not answer that question without seeing how the increase has come about.

#### MISCELLANEOUS DIVISION.

Mr. LITTAUER. The next item is "Miscellaneous division." There is one change and there is one increase probably due to a promotion?

Mr. KEEP. That is a case I would like to speak of. The miscellaneous division is one of the small divisions with only eight or ten clerks. The person employed for whom we are asking \$200 additional has been thirteen years in the Government service.

Mr. LITTAUER. How many are there in the division?

Mr. KEEP. I think altogether ten; practically one clerk at each grade of compensation from \$900 up to \$1,800.

Mr. LITTAUER. Is there much work done in that division? Are they busy people?

Mr. KEEP. I can not answer that question.

Mr. LITTAUER. What is the nature of their work?

Mr. KEEP. There are two divisions of the work; one is the work relating to old civil-war claims, and the other part of the work is intermediary business between the Commissioner of Internal Revenue and the Secretary of the Treasury—that is, matters relating to the internal revenue that require the action of the Secretary of the Treasury, and those matters are looked up in that division and the papers prepared for the action of the Secretary.

Mr. LITTAUER. Would you say that the chief of this division is a very competent man, as you have said of the head of two other divisions?

Mr. KEEP. I consider this division entirely different from the others.

Mr. LITTAUER. I notice you have a chief of division who receives a salary of \$2,500 and who is over 70 years of age.

Mr. KEEP. Yes, sir.

Mr. LIVINGSTON. Is that Jordan?

Mr. KEEP. Yes, sir. The division is one of the least important in the Department, and the work could be divided between other divisions, possibly.

Mr. LITTAUER. The necessity for this increase is a promotion simply?

Mr. KEEP. In this case Miss Jacobs has been thirteen years in that office. She is a very competent and faithful clerk. She came into the Government service at \$900 and has gotten one promotion of \$100. She had a promotion of \$200 provided for her on one occasion lately by Congress. She did not get it. There was a change of officials in the Treasury, and that promotion went to somebody else. I would be very glad to see you grant that young lady, who is a very competent clerk, this promotion. It may be another thirteen years before there is a vacancy.

Mr. LITTAUER. Why have you not in such a deserving case used your power of transfer?

Mr. KEEP. When there is a vacancy in higher grades in other offices the people who hold subordinate positions in those offices feel that they are generally entitled to the vacancy. I had a little document that I desired to have translated from French into English, and she did it, not into French-English, but real English, and it was very excellently done. She may have to stay here another ten years without a promotion because of the small size of the force.

Mr. LITTAUER. This happens to be one of the divisions where the force is small—only nine employees—and three of the individuals composing the division are over 70 years of age. Have you any comment to make on the character of work accomplished by this force, one-third of which is over 70 years of age?

Mr. KEEP. No, sir.

Mr. LITTAUER. Do you believe that the individuals who are receiving the salaries of \$2,500, \$1,400, and \$900, over 70 years of age, are rendering services equivalent to the salaries received?

Mr. KEEP. I can not say; I think the miscellaneous division is one of the best organized divisions in the Treasury Department.

Mr. LITTAUER. That begs my question, which is directed to gather from you your opinion in connection with the work of this bureau.

Mr. KEEP. I can only answer your question by saying, if I were the Secretary of the Treasury I would distribute the work of this division among other divisions and abolish the division.

Mr. LITTAUER. And that means at last the dropping of the individuals receiving high salaries?

Mr. KEEP. I would take care of them elsewhere in the service; probably either that or drop them. I hope that has no bearing on the individual case of the one clerk for whom the increase is asked.

#### PRINTING AND STATIONERY DIVISION.

Mr. LITTAUER. The next item is division of printing and stationery, \$38,931, where there appears to be no change, and the division of mail and files, \$28,060, where there appears to be no change, and then we come to the division of special agents.

## SPECIAL AGENTS' DIVISION.

Mr. KEEP. There is no change there.

Mr. LITTAUER. Please explain to me what is the division of special agents as provided for here—what work they do.

Mr. KEEP. That is the Washington office of the special agents who are in the main a field force.

Mr. LITTAUER. How many of them are there to-day?

Mr. KEEP. Twenty-seven or twenty-eight of them. There ought to be more of them. The Secretary of the Treasury wants an opportunity to appear before the committee on that item.

Mr. LITTAUER. Here we have a clerical force of ten looking after the work of a special force of twenty-seven.

Mr. KEEP. The twenty-seven are outside of the office. They receive daily reports from every one of the outside agents and they send instructions to all the agents as to the work they shall do.

Mr. LITTAUER. It takes ten men to receive and answer the reports of twenty-seven?

Mr. KEEP. I can not tell you just what the clerical force is doing.

Mr. LITTAUER. Can you give us any information?

Mr. LUDLOW. I can not; but I think it is a very busy office. I can not go into details as to their duties.

Mr. BURLESON. I want to direct your attention to the fact that the division of printing, the division of special agents, and the disbursing office have increased 15 per cent, 10 per cent, and 50 per cent since 1897. Do you not think those are rather unusual increases?

Mr. KEEP. The increases of 10 and 15 per cent are very small—much less than the increase in the Government business since that time.

Mr. TAWNEY. The Government's business has increased more than 10 per cent since that time?

Mr. KEEP. Yes, sir.

Mr. TAWNEY. And the income of the individuals has increased more than that?

Mr. BURLESON. The disbursing officer's expenditures have increased since 1897 50 per cent. Are they disbursing 50 per cent more money?

Mr. KEEP. I should say very nearly all of that.

Mr. TAWNEY. What other branch of the service in connection with the Treasury Department do these special agents have jurisdiction over?

Mr. KEEP. Only the customs service.

Mr. TAWNEY. Their work is confined entirely to that service?

Mr. KEEP. Yes, sir.

Mr. TAWNEY. Are they detailed for the performance of duty in connection with other branches of the service?

Mr. KEEP. No, sir.

Mr. TAWNEY. Can they be so detailed?

Mr. KEEP. I can not answer that question without reading the acts of Congress.

Mr. TAWNEY. Do you have special agents who go out to investigate matters in connection with the location of post-office sites?

Mr. KEEP. No, sir; there are people in the Architect's Office who make those investigations.

Mr. TAWNEY. Are they not called special agents also?

Mr. KEEP. No, sir. Nearly all the investigations of recent years in connection with the location of sites have been carried on by a chief of division in the office of the Supervising Architect. He goes and makes the investigations and comes back and reports.

Mr. TAWNEY. I just wanted to know whether it was limited exclusively to the customs service?

Mr. KEEP. So far as I know, their work is limited exclusively to that. I have never heard since I have been in the Treasury Department of a special agent being employed on any other work.

Mr. TAWNEY. Could you, without a great deal of labor, either you or the chief clerk here, furnish the committee with the number of people employed in the Treasury Department who are 65 years of age and over and the amount of salary received by each individual?

Mr. KEEP. We can furnish that information.

Mr. TAWNEY. You have furnished it as to 70 years of age?

Mr. KEEP. Yes, sir.

Mr. TAWNEY. But since that time another question has arisen that the committee has under consideration, and for our information we would like to ascertain the number of employees in the Treasury Department, in fact, in all the Departments, who have reached the age of 65 and over and the amount of salary received by each one.

Mr. KEEP. We will have such a statement prepared and sent to the committee.

Mr. TAWNEY. If you will do so we will be obliged to you, as it will aid us in the consideration of the question we are investigating.

#### CONTINGENT EXPENSES—STATIONERY.

Mr. LITTAUER. The next item is "Contingent expenses," on page 94 of the bill, and you begin with an increased estimate for stationery. Does this estimate cover all the stationery used in the various bureaus of the Treasury Department?

Mr. LUDLOW. The whole service.

Mr. LITTAUER. Including the customs service?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. And their expenditures for stationery?

Mr. KEEP. Yes, sir; and the outside service of the customs service.

Mr. LITTAUER. I mean the entire service of the Department.

Mr. KEEP. Yes, sir.

Mr. LITTAUER. The additional amount asked for is based on what?

Mr. KEEP. The estimates made up by the chief of the printing and stationery division.

Mr. LITTAUER. Will you have a deficiency this year? Have you found whether the sum of \$30,000 will carry you through this year?

Mr. KEEP. I can not tell you. I can find out by the telephone, or let you know later.

Mr. LIVINGSTON. You have had it every year right straight along.

Mr. LITTAUER. How much of a surplus stock do you carry?

Mr. KEEP. Only a sufficient amount to meet the needs of the service. We look very carefully after that. The man in charge of that division is a very careful man and a very close figurer. I think the service is economically conducted.

Mr. LITTAUER. Would the stock amount to about \$15,000 or \$20,000 worth of stationery?

Mr. KEEP. I have seen the figures, but I do not bear them in mind now. The stock in hand consists very largely of blank forms.

Mr. LITTAUER. Naturally a large part of the use is for that?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. Do you use the entire amount appropriated here for postage?

Mr. KEEP. I can not tell you. That is an amount that has been provided for regularly. Where there was no change in the estimates from the previous appropriation I did not inquire particularly into it.

Mr. LITTAUER. Then it would be useless for us to take up these matters with you?

Mr. KEEP. Yes, sir; where there has been no change.

#### NEWSPAPERS, LAW BOOKS, ETC.

Mr. LITTAUER. There is a change in the item "for newspapers, law books, etc." You ask for an increased amount.

Mr. LUDLOW. That is in my office.

Mr. LITTAUER. What is the reason?

Mr. KEEP. That is for the library of the Department. We have a very poor library, and it is very lacking in important books on financial matters. It ought to be very much better than it is.

Mr. LITTAUER. Who uses the library?

Mr. KEEP. It is used by the Secretary's office and by the chiefs of divisions. We have a great many letters of inquiry which come from people all over the United States asking us about not only matters in our own Department, but about the conduct of corresponding departments of other governments. We ought to be able to answer them, and we ought to be able to know for our own information the way in which other governments do many of the functions that we have to perform.

Mr. LITTAUER. Is there any particular line of books that you want with this increase of 25 per cent?

Mr. KEEP. No, sir.

Mr. LITTAUER. It is just to have a fuller library?

#### HORSES AND CARRIAGES.

Mr. KEEP. Yes, sir.

Then there is no change in the appropriation until further down under the head of "horses and wagons," where the Secretary of the Treasury wants to buy a new carriage, but can not buy it out of the appropriation.

Mr. LITTAUER. When was the carriage bought which is now supposed to be antiquated?

Mr. KEEP. The carriage the Secretary is now using was bought about twenty-one years ago and was a second-hand carriage at that time.

Mr. LITTAUER. Have you used up this entire amount of \$8,500—is there not enough which can be saved thereunder which will permit you to buy the carriage?

Mr. KEEP. We bought a pair of horses lately for the Secretary out of the appropriation in addition to the regular maintenance.

Mr. LITTAUER. You bought the horses this year?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. Have you any idea what a suitable carriage will cost?

Mr. KEEP. A suitable carriage to last another twenty-one years would cost about \$1,800.

Mr. LITTAUER. A brougham?

Mr. KEEP. The present carriage is a Brewster carriage, and that is the reason it has lasted twenty-one years. Undoubtedly a cheaper carriage could be bought, but it is undoubtedly better economy in the end to buy a first-class carriage.

Mr. LITTAUER. How much is suggested for the purchase of this carriage?

Mr. LUDLOW. I think \$1,600 would cover it.

Mr. KEEP. We ought to have enough money to buy a Brewster carriage that will probably last another twenty years.

Mr. TAWNEY. Where is the Brewster carriage made?

Mr. KEEP. In New York. It is probably the most celebrated carriage-making concern in the United States. I do not say that other people do not make as good carriages, but you are sure of getting a carriage that will last a long time if you get a Brewster carriage. The present carriage formerly belonged to Mr. Cornelius Vanderbilt when bought twenty-one years ago, and was second-hand at that time.

Mr. LITTAUER. You suggest, then, an additional appropriation of \$1,600 for the purchase of a carriage?

Mr. KEEP. Yes, sir; for the use of the Secretary.

Mr. LITTAUER. And ask that that amount be added to the \$3,500?

Mr. KEEP. Yes, sir.

#### RENT OF BUILDINGS.

Mr. LITTAUER. You no longer ask under "Rent of buildings" for a separate building for the Auditor for the Post-Office Department, but cover them together under one head. What is your purpose in doing so?

Mr. LUDLOW. I do not quite understand that question.

Mr. LITTAUER. We gave you last year for "Rent of buildings," \$12,200, and in addition thereto \$3,600 for the Life-Saving Service and \$1,500 for additional quarters for the accommodation of the clerical force of the Auditor for the Post-Office Department?

Mr. LUDLOW. Yes, sir.

Mr. LITTAUER. Now, the estimate comes to us in the lump sum of \$30,800?

Mr. LUDLOW. In the appendix to the Book of Estimates, on page 477, is shown what we pay for each building, but it would be desirable to give us that amount for "Rent of buildings."

Mr. LITTAUER. It would be?

Mr. LUDLOW. Yes, sir; rather than to specify any particular building.

Mr. LITTAUER. The one occupied by the Life-Saving Service—

Mr. LUDLOW (interrupting). That is the Evening Star Building at the present time.

Mr. LITTAUER. You can not pay for this janitor and elevator service which is included in the item for the Life-Saving Service out of "rent of buildings?"

Mr. LUDLOW. You can make the appropriations all read the same way; all our contracts include janitor and elevator service.

Mr. LITTAUER. In all the buildings rented?

Mr. LUDLOW. The Union Building is where the Auditor for the Post-Office Department is, and the services are included there.

Mr. LITTAUER. What other buildings have you besides these two?

Mr. LUDLOW. The Cox Building.

Mr. BURLESON. There is a special stipulation in regard to that building?

Mr. LUDLOW. Yes, sir.

Mr. LITTAUER. If that is the case, it would not do to put them all under one heading?

Mr. LUDLOW. I think that is right; the only difficulty is that if anything should happen to the Union Building or the Star Building, of course, under the emergency, we could go somewhere else and put the service in.

Mr. TAWNEY. The appropriation law does not limit you to specific buildings?

Mr. LUDLOW. It does in the case of the Cox Building.

Mr. TAWNEY. The general law would permit the Department to take that appropriation and pay for the rent of another building?

Mr. LUDLOW. Here is the Union Building, where we have the offices of the Auditor for the Post-Office Department, and I have been requested to bring this to the attention of the committee. I would like to reduce the amount for the rent of that building \$3,250. The Treasury Department occupies it now.

Mr. LITTAUER. That is the place where the Auditor for the Post-Office Department is?

Mr. LUDLOW. Yes, sir. The law reads now that it is for the accommodation of the clerical force of the Auditor for the Post-Office Department, and that limits us to that particular office; but last spring the Secretary, desiring to economize in a certain appropriation, directed that the depot of the Marine-Hospital Service be transferred from New York to Washington. They were over there in a building and paying \$7,000 rent and the services of a good many people. They have been put in one-half of one of those floors, and the Marine-Hospital Service has estimated for that in their estimates.

Mr. LITTAUER. The floor is to be divided between the two services?

Mr. LUDLOW. That is it.

Mr. LITTAUER. What will the service for the force of the Auditor for the Post-Office Department require?

Mr. LUDLOW. Thirteen thousand five hundred dollars, less \$3,250. That is an error in the appendix in this total.

Mr. LITTAUER. For the current fiscal year we have appropriated \$15,000 for these quarters. Have you entered into a contract to expend the entire amount?

Mr. LUDLOW. Yes, sir; we have at this time.

Mr. LITTAUER. And yet all of that space was not required for the Auditor for the Post-Office Department?

Mr. LUDLOW. We had not up to that time. Last year we turned back on "rents" \$5,784.

Mr. LITTAUER. You will require for the fiscal year we are now providing for how much?

Mr. LUDLOW. Twenty-six thousand seven hundred and fifty dollars, taking off \$3,250 for the Marine-Hospital Service.

Mr. LITTAUER. What contract will you enter into for the accommodation of the clerical force of the Auditor for the Post-Office Department?

Mr. LUDLOW. Ten thousand two hundred and fifty dollars.

Mr. LITTAUER. What do you expect you will need for the Life-Saving Service?

Mr. LUDLOW. Under the arrangement with the Star Company we pay them \$3,600 for the third floor, but it was not quite room enough, and we agreed to ask the committee to provide for one room on the fourth floor at the rate of \$28 a month, which will be \$336. I hope the committee will give it to us. We were forced to leave the quarters formerly occupied by the Life-Saving Service because that building was condemned by the building inspector.

Mr. LITTAUER. The total amount you ask for is \$30,800, from which you now deduct this \$3,000?

Mr. LUDLOW. That is an error in the appendix, it should be \$29,300, less \$3,250.

Mr. LITTAUER. I wish you would give us the clear details of just what rentals you expect to pay and for what buildings.

Mr. LUDLOW. The Cox Building, \$3,000; the Treasury stables, \$1,200; the third floor of 920 E street, \$3,000; the fourth floor of the same building, \$3,000; two rear sections of the fifth floor, \$2,000; Star Building, third floor and one room fourth floor, \$3,936; Union Building, fifth floor, \$3,250; sixth floor, \$7,000. We have rented at this time a rear section of the basement at 920 E street for the storage of files up to the 1st of July. We do not think we will need it then, but can not tell whether we will or not. It depends upon the action of Congress as to the destruction of files.

#### COAL.

Mr. LITTAUER. How many tons of coal do you purchase?

Mr. LUDLOW. I can not give you that information offhand. We purchase coal for the Winder Building, the Cox Building, and the Treasury Department.

Mr. LITTAUER. You make one contract?

Mr. LUDLOW. Yes, sir.

Mr. LITTAUER. You do not know the exact amount?

Mr. LUDLOW. I think it is \$3.18.

Mr. KEEP. The price is nearly a dollar below the contract of last year.

Mr. LITTAUER. What is the character of the coal?

Mr. LUDLOW. Partly bituminous and partly anthracite. Of course, you do not get the anthracite coal at that price. That includes the coal for the Bureau of Engraving and Printing.

Mr. LITTAUER. All that coal and the accompanying expenditures amount to \$13,500?

Mr. LUDLOW. Yes, sir.

Mr. KEEP. The coal for the Bureau of Engraving and Printing is

not paid for out of this appropriation. It is all bought under the same contract, but it is not actually paid for out of this appropriation.

Mr. BURLESON. There is a great deal of difference in the prices of coal?

Mr. LUDLOW. It depends on the haul. The District of Columbia pays \$5 a ton.

Mr. TAWNEY. The Library is paying \$5.40 a ton and its location is nearer to the depot, but they do not use bituminous coal.

#### ELECTRIC LIGHTING.

Mr. LITTAUER. As to your current for electric lighting, that is purchased from the local company?

Mr. LUDLOW. Yes, sir.

Mr. LITTAUER. What rate do you pay?

Mr. LUDLOW. I think it is 4 cents per kilowatt, a very low rate. We would not get it if it were not for the fact that we have a central power plant of our own at the Bureau of Engraving and Printing.

Mr. KEEP. We have a plant at the Bureau of Engraving and Printing that we might possibly use, and therefore we get a very good rate.

Mr. LUDLOW. We practically have a club over the electric-light companies.

#### NUMBERING MACHINES.

Mr. LITTAUER. You submit to us an item "for the purchase and exchange of registering accountants," numbering machines, the word "exchange" being new.

Mr. LUDLOW. Yes, sir.

Mr. LITTAUER. Does that enable you to exchange old and worn-out machines for new ones?

Mr. KEEP. Yes, sir; formerly we had to sell them and get \$5, \$6, or \$7 for them. Now all the companies will compete, and they will offer \$35, \$40, or \$50 for an old machine in order to get their new ones in.

Mr. LITTAUER. Will that not enable you to reduce the amount estimated for?

Mr. KEEP. We can not tell about that. We ask for this change upon a decision of the Comptroller that we would have to sell these machines and put the money into the Treasury.

#### CONTINGENT AND MISCELLANEOUS EXPENSES, OFFICE AUDITOR FOR POST-OFFICE DEPARTMENT.

Mr. LITTAUER. Why do you ask for the contingent and miscellaneous expenses, office of Auditor for the Post-Office Department, separately; is that because it is in a separate bill?

Mr. LUDLOW. It is authorized by law. We requested the Auditor to be here to explain his estimates.

Mr. LITTAUER. It has been appropriated for, and consequently that is authorization. There is no requirement of law demanding such an appropriation.

Mr. KEEP. I expected the Auditor to be here. He will be here in connection with the estimates of his office.

Mr. LITTAUER. Would it not be, in your judgment, better administration to include these contingent expenses in the regular contingent expenses of the Department?

Mr. LUDLOW. I think it would.

Mr. LITTAUER. You advise then that it be replaced under the proper heading?

Mr. LUDLOW. I think it would be better administration.

Mr. LITTAUER. Do you have anything to do with expenditures that are now appropriated for?

Mr. LUDLOW. No, sir.

Mr. LITTAUER. It is entirely in the hands of the Auditor, who then must purchase supplies as well as do the work of his Bureau?

Mr. LUDLOW. Yes, sir.

Mr. TAWNEY. Are those supplies purchased by the Department?

Mr. LUDLOW. Yes, sir. If he requires anything he goes into the market and purchases it.

Mr. LITTAUER. He does that, then, under the rules and regulations of the Secretary of the Treasury?

Mr. LUDLOW. Yes, sir.

Mr. LITTAUER. Are there any such rules?

Mr. LUDLOW. Yes, sir; he must purchase on our contracts.

Mr. LITTAUER. Then there would be no difference?

Mr. LUDLOW. No, sir; except in this way, the general law requires that all contingent expenses of the Department shall be certified by the chief clerk and superintendent of the Treasury Department. I do not have anything to do with it and do not have any control over it.

#### CARPETS.

Mr. LITTAUER. We have a further item here for carpets and similar expenditures. What do you want \$500 additional for this year—what is that all for?

Mr. LUDLOW. The appropriation of the Department is for the purchase of carpets and for cleaning and repairing carpets in the Butler Building, the Cox Building, Winder Building, and Treasury Department, which contain upward of 450 rooms, and in many instances the carpets have been on some of these floors for ten years. We never sell a carpet until it is absolutely useless for any purpose whatever.

Mr. LITTAUER. Are all these rooms carpeted?

Mr. LUDLOW. No, sir; we can not carpet some of the larger rooms.

Mr. BURLESON. It takes this much money each year to carpet them up to the proper cleanliness and order?

Mr. LUDLOW. Yes, sir.

Mr. LITTAUER. It has come to us that a great many parties in Washington carpet their places with carpets from the Departments.

Mr. KEEP. Under the law we have to sell them at public auction.

Mr. LITTAUER. Are they serviceable when you sell them?

Mr. KEEP. When the carpets are sold they do not look like they are worth anything, but the people are willing to pay something for them.

Mr. LITTAUER. It has come to us that some of the medium-rate hotels are carpeted with very good carpets that come from the Departments.

Mr. KEEP. I do not know. I wonder that the people bid at all for them.

**OFFICE OF THE SECRETARY OF THE TREASURY,  
DIVISION OF BOOKKEEPING AND WARRANTS.**

**OUTLINE OF DUTIES OF THE DIVISION.**

The duties pertaining to the division of bookkeeping and warrants may be outlined as follows:

The issue of all warrants for the receipt and payment of money and of appropriation warrants.

Compilation and publication in book form of the estimates of appropriations and of reports of claims and accounts allowed by the accounting officers annually submitted to Congress.

Receipt of and report to Congress of judgments and awards of the Court of Claims and the circuit and district courts of the United States, and obtaining and perfecting all necessary papers in judgment and claims cases provided for in appropriation laws, to enable settlement thereof to be made by the accounting officers under the law and regulations.

Preparation of the Digest of Appropriations annually made by Congress.

Keeping the revenue, appropriations, and expenditure accounts, and personal accounts of disbursing officers of the Government, including statements of charges issued to the accounting officers for use in settlement of their accounts.

Issue of the daily, monthly, and annual statements of receipts and expenditures, and monthly debt statement.

Preparation of the annual statement of appropriations, expenditures, and balances of appropriations, and of various statistical tables included in the Annual Report of the Secretary of the Treasury.

Issue of transportation requests on the various railroad companies and the Pullman Company for officers and agents of the Department traveling on official business, and receipt and reference of bills rendered for such service to the proper administrative offices.

Examination and record of papers of attorneys and agents authorized to practice before the Treasury Department and its bureaus.

Mailing of daily and monthly statements of receipts and expenditures and monthly statement of the public debt.

Preparation of statistical and general information relating to estimates, appropriations, and expenditures for the use of Congress, the Executive Departments, and the general public.

**DUTIES OF THE DIVISION OF PUBLIC MONEYS, OFFICE OF THE SECRETARY OF THE TREASURY.**

[Chief, E. B. Daskam.]

The supervision of the several Independent Treasury offices, the designation of national bank and other depositories, and the obtaining from them of proper securities.

The keeping of a general account of the receipts into the Treasury, the annual amount of which has increased from \$313,000,000 in 1895 to \$544,000,000 in 1905; the examination and checking of the returns of the Treasurer of the United States, the nine assistant treasurers of the United States, and the national bank and other depositories (which have increased in number from 165 in 1895 to 840 in 1905), and the comparison of said returns with those rendered by public officers and others; the ascertainment of the correct appropriations or accounts to the credit of which these deposits are to be covered into the Treasury; the classification thereof and the preparation of proper lists of the deposits of such receipts for the issuance of covering warrants.

The keeping of the special deposit accounts Nos. 1, 3, and 5 of the Secretary of the Treasury and the preparation of the checks drawn against them.

The directing of all public officers, except postmasters, as to the deposit of the public moneys collected by them.

The issue and enforcement of regulations governing Independent Treasury officers and the several depositaries and public disbursing officers in the safe-keeping and disbursement of public moneys intrusted to them.

The supervision of the business pertaining to "outstanding liabilities," the issue and payment of duplicate checks, the transportation of public moneys and securities and expenses thereof, and the expenses of the Independent Treasury offices.

The direction for special transfers of public moneys; and, generally, all matters pertaining to the foregoing, involving correspondence ranging from 50 to 500 letters a day.

[Circular.]

SECRETARY'S SPECIAL DEPOSIT ACCOUNTS.

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, D. C., August 2, 1892.

*Secretary's special deposit account No. 1.*—Moneys deposited on account of offer of compromise under the provisions of section 3229, Revised Statutes of the United States, in any case of violation of internal-revenue laws before proceedings have been commenced, and when commenced but not prosecuted to final judgment, should be credited to the Secretary's special deposit account No. 1. Every deposit to the credit of account No. 1 should be in the name of the collector of internal revenue for the district in which the case arose. Transcripts of this account should be rendered at the close of each month to the Secretary of the Treasury and the Commissioner of Internal Revenue.

*Secretary's special deposit account No. 3.*—Moneys deposited on account of "guarantee of faithful performance of a contract," "effects of deceased seamen who died in a marine hospital," and on account of "violation of the alien contract labor laws," should be credited to the Secretary's special deposit account No. 3. Transcripts of this account should be rendered at the close of each month to the Secretary of the Treasury.

*Secretary's special deposit account No. 5.*—Moneys deposited in internal-revenue cases after judgment has been rendered, and all other sums deposited as offers of compromise of any claim in favor of the United States under the provisions of section 3469, Revised Statutes of the United States, should be credited to the Secretary's special deposit account No. 5. Every deposit to the credit of account No. 5 should be in the name of the proponent. Transcripts of this account should be rendered at the close of each month to the Secretary of the Treasury.

Before issuing certificates the depositary will obtain from the depositor in each case such information as will enable him to determine in which account the amount should be credited.

CHARLES FOSTER, *Secretary.*

[Circular.]

REGULATIONS GOVERNING THE RECEIPT AND DISPOSITION OF MONEYS OFFERED  
UNDER SECTION 3469, REVISED STATUTES OF THE UNITED STATES, IN COMPRO-  
MISE OF CLAIMS IN FAVOR OF THE UNITED STATES.

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, D. C., February 7, 1891.

No offer of compromise of any claim in favor of the United States, in which a specific sum of money is offered, under section 3469, Revised Statutes of the United States, will be considered until such sum, together with costs of suit, if any, shall have been deposited with the Treasurer or Assistant Treasurer of the

United States, or a national bank depositary, to the credit of the Secretary of the Treasury, and the certificate therefor received at the Department.

If the offer be rejected, the money will be returned to the proponent; if accepted, it will be turned into the Treasury.

To enable a proponent at a distance from any such office or bank to perfect his offer, the Secretary will receive, for this purpose, a bank draft for the amount of the offer, payable to his order, at any of the principal cities of the United States, the draft to be collected by him and the proceeds placed to his credit, however, before any action is taken upon the offer.

In issuing certificates for this purpose, independent Treasury officers and depositary banks will use the usual form for certificates issued in triplicate, making such changes in the wording as may be necessary—the original to be sent by the depositor to the Secretary of the Treasury, the duplicate to the Solicitor of the Treasury, and the triplicate retained by the depositor as his voucher. Transcripts of this account, to be known as "Special deposit account, No. 5," will be rendered at the close of each month to the Secretary of the Treasury.

Any amounts now held by United States attorneys or others, on offers of compromise under said section, will be deposited at once to the credit of the Secretary in like manner, and the certificates transmitted as above directed.

Independent Treasury offices are located in Washington, D. C.; Boston, Mass.; New York City, N. Y.; Philadelphia, Pa.; St. Louis, Mo.; New Orleans, La.; Cincinnati, Ohio; Chicago, Ill.; San Francisco, Cal., and Baltimore, Md., and depositary banks in most of the large cities throughout the country.

The foregoing regulations are intended to supersede those on the same subject dated November 28, 1879.

A. B. NETTLETON,  
*Acting Secretary of the Treasury.*

#### DUTIES OF THE CUSTOMS DIVISION, SECRETARY'S OFFICE.

Administration of the customs laws, including, among other specific duties, construction of statutes, commercial treaties and agreements, and postal conventions; taking of appeals from decisions; making of regulations for the execution of customs laws, and decisions regarding the dutiable classification, etc., of importations, and of the free entry of articles for Executive Departments, ambassadors, etc.; enforcement of laws for protection of the revenue from imports; remission or mitigation of fines, penalties, and forfeitures, and of additional duties on undervaluations; relief on account of damage, etc., to merchandise in bond; awards of compensation in lieu of moieties; establishment of bonded warehouses; bonding of common carriers; extension and cancellation of bonds; prevention of prohibited importations; recording of trademarks and copyrights; designation of customs notaries, and establishment of drawback rates.

#### DIVISION OF APPOINTMENTS.

The supervision of all matters relating to the appointment, removal, promotion, discipline, or suspension of the officers and employees under the control of the Treasury Department and its various branches throughout the United States, and the custody of papers pertaining thereto, including the examination, filing and custody of applications and recommendations for Presidential appointment or employment, and the preparation of nominations and commissions therefor; the examination and investigation of all complaints and charges against officials or employees, except when such investigation is otherwise specially directed; the preparations of reports required by law to be laid before Congress by the Secretary of the Treasury, relative to the employment and compensation of persons in various branches of the public service, and the preparation of the Treasury Department material for the United States Biennial Register.

The verification and approval of all pay rolls of the Department and all vouchers for salaries of employees in custodian and janitor service, the Public Health and Marine-Hospital Service, gaugers, storekeepers, and storekeeper gaugers in the Internal-Revenue Service, the subtreasury service, and the Secret Service, and the examination of all estimates for salaries and compensation of officers and employees, and of incidental expenses payable from the appropriation for collecting the customs revenue, the authorization of said expenses, and keeping accounts thereof, and examination and approval of vouchers for miscellaneous expenses, as removal of ashes, rubbish, and snow, and washing of

towels in the custodian and janitor service. The examination and checking of requisitions for funds for internal-revenue, life-saving, revenue-cutter, customs, and other Treasury services.

The keeping account of absence from duty of employees in the several bureaus and offices of the Department, and the consideration of requests for leave of absence.

The preparation, approval, and custody of bonds of all bonded officers of the Treasury Department, and the examination, approval, and filing of the bonds of all other bonded officers of the Government, also the custody of all official oaths of office of the Treasury personnel in and outside of Washington.

The conducting of correspondence in relation to all branches of work transacted in the division.

#### DIVISION OF LOANS AND CURRENCY.

The division of loans and currency is charged with the details relating to the negotiation of loans and with the issue, exchange, transfer, and redemption of United States bonds. It deals with the issue and redemption of gold certificates payable to order, and has supervision of the work of the office of the Register of the Treasury in connection with the issue and transfer of Philippine and city of Manila bonds. It receives, arranges, and perfects evidence relating to lost and destroyed United States bonds; secures the requisite indemnity bond to protect the Government from loss in the event of redemption of lost securities or the issue of duplicates, and conducts correspondence, over the signatures of the Secretary and Assistant Secretary, with all persons who communicate with the Department respecting United States loans and the finances of the United States.

It verifies the work of the Treasurer of the United States in the redemption of the different issues of United States paper money, and the work of the Comptroller of the Currency in the redemption of the different issues of national-bank notes, the lower halves of such notes being counted in the division and prepared for destruction. It has supervision of the work of the committee appointed to destroy redeemed and mutilated United States securities and paper money.

It supervises the accounts of the Bureau of Engraving and Printing in the matter of purchases of supplies, and has the custody of the different classes of distinctive paper upon which paper money, bonds, checks, drafts, revenue stamps, postage stamps, and other obligations of the United States are printed, receiving from the manufacturers the different classes of paper, examining, verifying the count, storing, and issuing the same to the Bureau of Engraving and Printing, daily, upon its requisitions. It keeps accounts with the Bureau of Engraving and Printing of all the different classes of paper issued to it and charged against it on the books of the division, and with the Treasurer of the United States, the Comptroller of the Currency, the Commissioner of Internal Revenue, and other officers relative to the different classes of securities issued by such officers.

#### DIVISION OF REVENUE-CUTTER SERVICE.

The division of revenue-cutter service has administrative control over the United States Revenue-Cutter Service. This Service is composed of 37 vessels and 6 launches, with a personnel consisting of 275 officers and cadets, including retired officers. There are in the Service 1,321 petty officers and enlisted men.

The principal administrative work incident to maintaining and operating the Service consists in the preparation of plans and specifications for new vessels to be constructed, the soliciting and acceptance of proposals for building and fitting out the same, the procuring and acceptance of bids for repairs required and for yearly supplies needed for the Service, the examination and authorization of bimonthly requisitions for ship chandlery, engineer stores, etc., for the vessels, examination of the inventories of public property and other returns and reports received from the vessels, the furnishing and inspection of flags required for the Service and for all public buildings throughout the country, also for the United States Coast and Geodetic Survey and Immigration Service, the examination and settlement of vouchers for the construction of new vessels and for repairs to and outfitting and supplies furnished all vessels and the compensation of officers unattached, and all the correspondence incident to the work

outlined above, as well as that with other Executive Departments of the Government which are assisted by the Revenue-Cutter Service. This division has charge of the disbursement and keeping of the account of the annual appropriation for the Service, which at present is \$1,450,000.

#### MISCELLANEOUS DIVISION.

The miscellaneous division of the office of the Secretary of the Treasury has charge of all business from the Commissioner of Internal Revenue that requires the approval of the Secretary, among which are compromises for violation of internal-revenue laws, abatement of taxes, refunding claims, issuing permits for the purchase of alcohol free of tax, examination and approval of accounts of revenue agents, and miscellaneous expenses of collectors of internal revenue. This work increased largely during the last fiscal year, the number of compromise cases submitted having been 1,445, and the number of permits for alcohol issued, 1,654.

The compromise cases require a thorough legal examination of the papers submitted, as does also the refunding of claims, especially those for legacy taxes, which were collected, and now are being refunded, under a decision of the Supreme Court.

This division has charge of the Confederate records and papers captured and purchased. They are used in answering calls of the Attorney-General for information in claims for stores and supplies alleged to have been taken by the Union Army during the civil war. This work has largely increased of late years by reason of the great number of claims referred to the Court of Claims by Congress, under the fourteenth section of the Tucker Act, and the Bowman Act, which latter authorizes the War Claims Committee of the House of Representatives to refer to the court any claim that was filed with the Southern Claims Commission. These claims amount to millions of dollars, and great care and legal investigation are exercised in answering the calls, it being well known that the attorney who prepares the evidence plays as important a part as the attorney who appears in court. Although 100 indexes have been made of these records, they have not all been indexed, and this work is being done as rapidly as possible with the limited number of clerks in the division.

This division has charge of all the records and papers of the Treasury agents who collected captured and abandoned property during the civil war, and also of the registers and manifests of vessels spoliated by the French. These papers fill a large fireproof vault room, and almost daily are consulted for information relative to cotton claims. The registers and manifests of vessels are used to answer calls of the Court of Claims for copies in French spoliation cases.

Another legal duty of the division is to consider compromises of judgments and cases in suit sent to the Secretary by the Solicitor of the Treasury.

It will appear, thus, that the most important work of the division is of a legal character.

The Solicitor of the Treasury has charge of all lands acquired by judgment and sale under execution, but he can not sell the lands without approval of the Secretary, and all this work is assigned to this division.

All orders of the Court of Claims for information and copies of papers are sent to this division, and referred to the bureaus and other offices in the Department, and when the information and copies are furnished this division prepares letters of transmittal to the court. This work has largely increased of late years, for it seems that the court has become a favorite resort of persons whose claims have been rejected by the accounting officers.

All orders from the Court of Claims and calls by individuals for copies of papers are referred to this division and the question decided whether the request should be granted. If the decision is favorable, the calls are referred to the proper office for the copies or information and when received transmitted by letter to the party making the application. If the copies are to be certified, the division prepares the certificate for the seal of the Treasury and the signature of the Secretary. Without the check of the chief of this division the seal is not placed on the certificate by the mail division, which has charge of that instrument.

Many letters asking for copies of records and papers or for information are referred to this division and the question determined whether the request

should be granted, as under Rule X of the Department such requests can not be granted unless the parties are entitled to the copies or the information.

In addition to the regular work assigned to the division, as above stated, all miscellaneous letters not belonging to the other divisions in the Secretary's office are referred to it. Many of these refer to old transactions of the Department and require much research to obtain the information for replies. Many others are from parties who make inquiry relative to some claim that their ancestors had, or were supposed to have had, against the Government. In the examinations made it has been found in some cases that claims have been allowed and paid long years ago and the heirs of the claimants did not know it.

It has long been the intention of the chief of the division to recommend that an alphabetical index be made of all claims for cotton and stores and supplies paid since the civil war, but the limited clerical force of the division prevented him from undertaking or suggesting it, the regular work having increased so largely in recent years.

Under the fourteenth section of the Tucker Act a claim as old as the Government can reach the Court of Claims, and in this way there is danger of a duplication of claims.

Respectfully submitted,

LEWIS JORDAN,  
Chief Miscellaneous Division.

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, February 12, 1906.

Hon. C. H. KEEP,

*Assistant Secretary of the Treasury.*

Sir: In compliance with your verbal request, the following statement is submitted relative to the duties and work of the division of printing and stationery of the Secretary's office.

As it is believed that a bare statement or outline may mean much or little, according to the viewpoint or knowledge of detail of the reader, a few statistics are given with the view of helping to a better understanding of the subject, its scope, etc.

All statistics given are for the last fiscal year, ending June 30, 1905.

#### STATIONERY.

This division purchases, inspects, stores, and issues stationery to all branches of the Treasury Department, including the following outside services:

Customs officers	191
Internal-revenue officers	66
Mints and assay officers	12
Superintendents of construction of public buildings	80
Custodians of public buildings	315
Officers of Life-Saving Service	22
Assistant treasurers	9
Public Health and Marine-Hospital officers	215
Revenue-Cutter Service	40
Total	950

Some conception of the magnitude of the transactions in stationery can be had by bearing in mind that about 23,000 employees are thus directly or indirectly supplied:

Number of contract items	205
Orders on contracts	666
Orders on the mill for envelopes	630
Requisitions received and filed	2,280
Invoices written and mailed	1,159
Requisitions for funds	21
Bills passed (involving over \$100,000)	555
Reimbursement statements	348

The above involves a vast amount of detail, such as an annual inventory of stock; preparation and issuing of blank proposals to dealers; awarding of contracts; discrimination as to the kind and quantity of articles ordered; an intelligent revision of requisitions; keeping of the necessary records; pricing and computing; correspondence relative to belated or lost shipments; claims for shortage, etc.

The advantage of obtaining stationery by the present method is that the Department can obtain better rates for the entire service than could possibly be obtained for each individual office or even each separate place.

#### BLANK FORMS AND BLANK RECORD BOOKS.

This division orders, stores, and issues all blank forms and blank record books to the following outside services:

	Number of offi- cers.	Number of forms.
Custodians service	191	2,008
Custodians of public buildings	315	16
Subtreasury services	9	515
Life-Saving Service	22	75
Public Health and Marine-Hospital Service	215	83
Revenue-Cutter Service	40	63
National banks designated as United States depositories	844	21
Receivers of public moneys	110	2
Miscellaneous uncatalogued (estimated)		400
Total	1,746	3,183

Requisitions on the Public Printer	2,357
Printer's proof of forms read and approved	2,357
Requisitions filled (containing from 1 to 150 items and weighing from a few ounces to 8,185 pounds each) and recorded	8,947
Invoices mailed	8,947

The above requires a knowledge of law and regulations to insure correct copy for the printer; expert proof reading, some knowledge of the relative needs of officers, and the peculiar business of localities to insure an intelligent revision of requisitions, necessary records, etc.

The advantages of the Department furnishing catalogue stock forms to the outside service are that it enables the Department to supervise the forms, which is an important consideration, for the use of a form may introduce or perpetuate a practice or method that the Department disapproves, and also secures uniformity and economy. It is manifestly much cheaper to make 150 books at one time for 150 places than to make the same number of books at different times for the same number of places.

#### PRINTING AND BINDING.

This division orders, receives, and distributes all blank forms and books received from the Public Printer.

Before work is done estimates of cost are submitted and approved, and a careful record is kept of the cost of each job.

Number of requisitions made and filed	7,680
Allotment for printing	\$345, 000. 00
Expended	\$326, 267. 79

#### PRINTING AND PUBLICATION.

1. The editing of reports and documents.
2. The editing, indexing, and superintending publication of weekly and annual volumes of Treasury Decisions under the tariff, internal-revenue, and other laws.
3. Compiling of the Finance Report, and issue of the Secretary's annual report.
4. Supervision of departmental (inside service) requisitions for printing and binding of documents and blank forms and blank books.
5. Supervision of all departmental proof.

6. Supervision of the issue and distribution of Department circulars throughout the Department and to newspapers, and the distribution of the pamphlet Title Entries of Books and Other Articles, prepared by the Library of Congress, but printed under Treasury requisition.

7. Duties connected with membership on the committee on printing and publication.

8. Keeping a comprehensive record of the blank forms of the inside service of the Treasury Department.

#### ADVERTISING.

This division records and numbers all authorizations for advertising for the Department (except for the internal revenue) and examines (about 6,000 papers), computes, carries on the necessary correspondence (about 500 letters), and certifies for payment all newspaper accounts.

Bills for advertising so acted upon, 2,396.

#### CHECKS, WARRANTS, STAMPS, ETC.

This division orders from the Bureau of Engraving and Printing all work except that pertaining to bank notes, postage stamps, and internal-revenue stamps.

About 6,000,000 checks, etc., are ordered annually.

It also orders, receives, and issues all customs cigar, cigarette, liquor, and opium stamps.

About 2,000,000 customs stamps are ordered annually, necessitating over 450 monthly reports and the same number of ledger accounts.

Amount appropriated for check paper-----	\$9,000.00
Amount expended-----	8,916.51

It also has the custody and issuing of \$1,500 worth of postage stamps each year.

#### BINDEERY.

This division does a large amount of work in its bindery, such as: All confidential work, written records, reports from collectors of internal revenue, Pension Office reports and abstracts, navy and war pay rolls, receipts for the shipment of money, registered bonds, etc.; books bound each year, 1,800; pieces miscellaneous work (stitching and lettering), 1,700.

Old material (book covers, etc.) is utilized, which accounts for the large amount of work done compared with the small appropriation (\$600) for new material.

#### MISCELLANEOUS.

Manuscript letters written pertaining to all of the above, 1,330.

There is a considerable work done and time consumed that is not susceptible of formulation, such as the almost continuous telephonic communication with the Public Printer and the Bureau of Engraving and Printing, in regard to jobs in process of being printed, daily conferences with different officers of the Department in regard to requisitions for both stationery and printing, daily interviews with contractors or their representatives, etc.

Respectfully,

GEO. SIMMONS,  
*Chief Division of Printing and Stationery.*

#### STATEMENT OF WORK PERFORMED, DIVISION MAIL AND FILES, TREASURY DEPARTMENT.

In compliance with your verbal request, I submit the following statement of the character of the work performed by the division of mail and files:

1. This is the division of record for the Secretary's office. In addition to receiving, transmitting, and distributing the mail of the Department four times each day, it briefs, records, and indexes all letters addressed to the Secretary, to the assistant secretaries, and the chief clerk, and refers them to the bureau or division to which they properly belong. It keeps a record of all papers referred from one bureau or division to another, and supplies information from

its records to the officials and employees of the Department of the date of receipt, subject, and office to which all letters are charged or referred.

The division is the medium of intercommunication between all branches of the Department, and a thorough familiarity with every feature of its work is required in order to make proper disposition of all matters presented to the Department for consideration.

2. The division records and indexes the press copies of all letters signed by the Secretary, the assistant secretaries, and the chief clerk.

3. The division has the custody of the records of the Secretary's office, files away all papers in systematic order, and, when called for, furnishes information touching the same.

4. The telegraph and telephone offices of the Department form a part of the work of the division, and all telegrams received or sent are stamped with a time stamp, showing the time of receipt or transmission.

5. The division has the custody of documents for the Secretary's office, and distributes the reports of the Secretary, the decisions (weekly and monthly), circulars, official register, statutes, and such other publications as are sent out, and conducts the correspondence pertaining to public documents. It prepares for binding the annual volumes of the Department and the general appraisers' decisions and Department circulars.

6. The division attaches stamps to and transmits all letters and documents sent from the Department to foreign countries.

7. It has the custody of the seal of the Department, and attaches the official seal to copies of all papers requiring authentication and all warrants and commissions.

8. The division receives, records, and sends to the proper bureau or division all registered mail and express packages, except for the Commissioner of Internal Revenue and the Treasurer of the United States, and takes receipt therefor.

There are numerous other duties performed, incident to the exigencies of the service, which are not mentioned in the foregoing summary.

S. M. GAINES,  
*Chief Division Mail and Files.*

---

#### DIVISION OF SPECIAL AGENTS.

This division directs the work of the special agents in charge of the 20 agency districts which embrace the entire country, and these districts include in their organization 28 special agents, 22 special inspectors, and 51 special employees. The division also directs the work of the confidential agents abroad, who are stationed at Paris, Berlin, London, St. Gall, Cologne, and Yokohama. The total field force is therefore 107 in number. As to the officers in this country, they are directed through the division of special agents in the examination of the books, papers, and accounts of collectors and other officers of the customs and in the prevention and detection of frauds upon the customs revenue.

The supervision of the work of the special officers named is done wholly through the division of special agents, which, for the greater portion of the time, owing to the absence of the supervising special agent in visiting the various districts, is in charge of an assistant with nine clerks. In view of the volume and character of the work performed, the force is barely sufficient and necessitates close application, often extending beyond the usual office hours.

To illustrate the volume and character of the work handled in the division, it is stated that the confidential agents abroad are instructed concerning information desired as to the foreign values of goods shipped to this country and the manner in which invoices are prepared, with special reference to their accuracy, which information, after careful scrutiny, is transmitted to appraising officers at ports to which the goods may be consigned. Collectors of customs at the several ports make monthly reports of the business done at the various points in their respective districts and consolidated reports for each district. These reports are carefully examined by the division of special agents, frequently returned for correction of errors, and when complete are recorded. From the record the only statement issued by the Department showing the volume of the customs business and giving full and detailed information of such business at each port throughout the country is prepared in said division and is embodied in the annual report to the Congress of the Secretary of the Treasury.

The agents and other special officers in this country are instructed at unexpected times to examine the books and accounts of collectors, with the view to ascertaining whether or not the customs business is properly transacted and the public moneys duly collected and accounted for. Such officers are also given specific instructions in the examination of applications for drawback of duties on imported goods claimed to enter into the manufacture of articles for export, and for this purpose they are required to visit factories and other places where such goods are manufactured to ascertain the facts as to quantities used, wastage, etc. In all instances detailed instructions are given. Information concerning undervaluations is sent to the agents for investigation, and their reports, which must contain data as to entries, invoices, price lists, trade circulars, consular reports, and views of appraisers, with whom they are directed to cooperate, are closely scrutinized and the ascertained facts made known to the chief officers at the ports at which the goods are imported. In the matter of smuggling and irregularities connected with the transportation of goods in bond instructions are sent from the Department through the division of special agents.

Investigations of complaints of misconduct on the part of customs officers in any section of the country, the fitness of customs officials for their positions, the necessity for expenditures on account of rent of premises for customs purposes, increase of force, whether permanent or temporary, purchase or rent of boats for boarding purposes, and purchases of apparatus or supplies required in the various customs districts, are made under instructions from this division, which also reports upon the commercial necessities of places proposed to be established by legislative enactment as ports of entry and delivery.

During the last fiscal year the number of reports on all subjects received and acted upon in the division named aggregated 7,301. There were 4,089 seizures and 251 arrests made by officers of this division. Suits involving \$74,865 are now pending; \$16,855 was recovered on account of seizures, \$9,539 on account of suits, \$26,859 on account of fines, penalties, and forfeitures, and \$816,849 on account of undervaluation and improper classification.

The correspondence conducted by the Department through the division of special agents is large and covers a wide field, frequently involving questions which relate to other Departments, and in such instances the facts are promptly transmitted to the heads of such Departments.

#### RÉSUMÉ OF TREASURY DEPARTMENT ESTIMATES.

I would like also to place upon the record a summing up of all the Treasury estimates, which shows that if all increases of force and all increases of compensation asked for were granted there would be a total increase of force in the Department of 58, with an increase of expense of \$79,060. And of this 58, 29 were estimated for on the reimbursable rolls, leaving a net increase of force to be paid for by the Treasury, 29 persons, at a cost of \$46,000, or an increase of force of less than 1 per cent. That is subject, however, to revision—the revised estimate of the Comptroller of the Currency as to some of these reimbursable people on the regular roll.

Mr. LITTAUER. Do you also tabulate there the amount of increases of salary that you have recommended?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. How much does that amount to?

Mr. KEEP. The total increases of salary in the 29 positions that are not reimbursable amount to only \$2,000. There are increases recommended of \$2,500, and one decrease of \$500.

Mr. LITTAUER. You mean that to apply, then, to the Treasury Department here in Washington, and not to the various bureaus under the Department outside, such as the assistant treasurers?

Mr. KEEP. No; they are not included. It covers the Department proper.

FRIDAY, February 9, 1906.

## OFFICE OF SUPERVISING ARCHITECT.

**STATEMENT OF MR. JAMES K. TAYLOR, SUPERVISING ARCHITECT.**

Mr. LITTAUER. The services of your skilled draftsmen and others are paid for and charged against the appropriation for public buildings?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. What is the percentage you are accustomed to charge against them?

Mr. TAYLOR. The total charge against the appropriations will amount to about 5 per cent—a little less than 5 per cent.

Mr. LITTAUER. Does that include the supervision of construction?

Mr. TAYLOR. Yes, sir; the supervising expenses, the expenses of inspectors, and everything.

Mr. LITTAUER. And you have a supervisor at each building paid for out of the same appropriation?

Mr. TAYLOR. That would be included in the 5 per cent—the total expense.

Mr. LITTAUER. That is a percentage quite as low as an architect in ordinary civil employment would require for his work?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. Is it about the same amount?

Mr. TAYLOR. A little less. Of course if you had a clerk at the works on a piece of work you would pay the architect 5 per cent and the cost of the clerk in addition to the traveling expenses of the architect.

Mr. LITTAUER. Has your work been on the increase in the past year?

Mr. TAYLOR. No, sir.

Mr. LITTAUER. It is rather running a little less?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. As the old appropriation for public buildings has gone down has the work been accomplished?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. Why do you ask for \$225,000 for the fiscal year 1907?

Mr. TAYLOR. We will have a good deal of work under contract that costs money to look after.

Mr. LITTAUER. It must be going down, as you said before, but \$225,000 is the same amount you had last year?

Mr. TAYLOR. But if it goes down enough to warrant it we will not spend all of the \$225,000, but it may not go down enough. These buildings may not be finished, so that we can reduce the force.

Mr. LITTAUER. You will expend all of the appropriation this year?

Mr. TAYLOR. At the present rate all but about \$5,000.

Mr. LITTAUER. It would seem to me that next year you ought to expend not more than \$175,000.

Mr. TAYLOR. The only part of the force so far that has gone down radically is the drafting and the computing force.

Mr. LITTAUER. That was so large that we cut the amount down from \$350,000 to \$225,000.

Mr. TAYLOR. We never spent the \$350,000.

Mr. LITTAUER. But you estimated for it?

Mr. TAYLOR. Yes, sir; so in case we should do it we could do it, but the highest pay roll carried was \$296,000, and that was last year.

Mr. LITTAUER. This amount usually goes up in accordance with the increase in the work and comes down when the work diminishes?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. Do you not think it would be a better indication that the work was being completed by estimating for less than \$225,000?

Mr. TAYLOR. But suppose we could not finish the work with that amount? With 80 or 90 buildings under contract that portion of the expense does not go down very much—the clerical force. It is carrying principally the clerical force now. It is not carrying the drafting force or the computing force. We have dropped almost all of those men.

Mr. LITTAUER. You have dropped the services of a good many of your draftsmen, civil engineers, computers, and accountants?

Mr. TAYLOR. Not accountants.

Mr. LITTAUER. But you have in your office practically a permanent force of a certain number?

Mr. TAYLOR. There is no force that would be absolutely permanent.

Mr. LITTAUER. You have a force that has been there for six years past?

Mr. TAYLOR. Yes, sir.

Mr. LITTAUER. And while they are not carried on the permanent roll they are, in fact, permanent.

Mr. TAYLOR. We have received a letter from the Secretary of the Treasury in regard to that matter. I have not had time to fully go into it, but very likely by Monday or Tuesday I will be able to give you a written statement which will cover that question a great deal better than I can give it to you verbally.

Mr. LITTAUER. That was my object. You are not now prepared to answer the question, but within a day or two you will submit an answer?

Mr. TAYLOR. Yes, sir; a full answer; but I want to say in regard to the question of permanent force that whatever force you put on there should be a certain portion of that force which ought to be in elastic form, a lump-sum form, and the proportion of the office force would be so small that it would not pay.

Mr. LITTAUER. We can tell that better when we look at the figures which you are going to submit.

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, February 12, 1906.

Hon. L. N. LITTAUER,

*Acting Chairman Subcommittee in Charge of  
Legislative, Executive, and Judicial Appropriation Bill,  
House of Representatives.*

SIR: In reply to your letter of February 6, I have the honor to submit the following statement showing the number of clerks and other persons, and the present rate of compensation of each, now employed in the Office of the Supervising Architect, whose services are permanent in their character and deemed to be necessary to maintain the administrative integrity of the office and care for current work on public buildings chargeable to the general annual appropriations for "Repairs and preservation of public buildings," "Heating app-

ratus for public buildings," "Vaults, safes, and locks for public buildings," and "Plans for public buildings," without reference to the number of public buildings authorized by Congress at any session. This statement excludes the Supervising Architect and one messenger, estimated for under the legislative bill, page 27, appropriations 1907:

Supervising Architect	
Messenger	
Chief executive officer	\$3,250
Chief, technical division	3,000
Five chiefs of divisions	13,500
One chief mechanical and electrical engineer	2,750
One confidential clerk	1,800
One bookkeeper	1,800
Three clerks, at \$1,800	5,400
Six clerks, at \$1,600	9,600
Three clerks, at \$1,400	4,200
Two clerks, at \$1,200	2,400
One contract clerk	2,000
One foreman duplicating gallery	1,800
One photographer	1,800
Four stenographers, typewriters, and special clerks, at \$1,800	7,200
Two general inspectors, at \$2,190	4,380
One mechanical inspector	2,190
One Marine Hospital, etc., inspector	2,190
One vault, safe, and lock inspector	1,800
Seven messengers, at \$840	5,880
Two laborers, at \$660	1,320
	78,260

At the above cost, \$78,260, it is believed that a skeleton organization can be maintained, which could be expended according to the varying number of public buildings under construction from year to year, and at the same time not be unduly disproportionate to the permanent demands for handling the annual appropriations for repairs, preservation, etc.

These general appropriations for the year 1906 were as follows:

Repairs and preservation of public buildings	\$450,000
Heating apparatus for public buildings	250,000
Vaults, safes, and locks for public buildings	40,000
Plans for public buildings	4,000
Total	744,000

It will be seen that the cost of the skeleton organization is very near to 10 per cent of the total of these appropriations. This percentage is the ordinary commission charged by private architects for similar work, and it is therefore clear that the organization will not be excessive as related to the amount of work handled by it.

This appears to be the only criterion by which to judge the cost of this skeleton organization, as, in considering the matter, it has been almost impossible to imagine a state of things which never has existed in the experience of the Office, namely, a time when there were no public buildings in course of erection under its charge.

A brief account of the steps by which the present organization and method of payment of employees in the Supervising Architect's Office have been reached may be useful to the committee.

During the years immediately following the organization of the Office in 1853 there appears a separation of the administrative or departmental work from that more immediately applied upon the construction of the buildings. The first named, or administrative class, however, was first formally provided for by law in the act of March 14, 1864 (Stat. L. vol. 15, p. 97), and included the Supervising Architect, Assistant Supervising Architect, eight clerks, and a messenger, and appropriation was made accordingly.

The second class included draftsmen, computers, and others in the Supervising Architect's Office, and the superintendents and contingent forces at the buildings, and they were paid from the appropriations for the several buildings. This classification, with considerable fluctuation in the relative numbers of each class, has continued up to the present time.

The first class—the officials and employees specifically named—has been gradually reduced in number by legislative action until it includes only the Supervising Architect and one messenger, while the second class has grown by the transfer of employees from the first, and greatly increased with the number of buildings placed by Congress under the control of the Treasury Department.

Until the year 1882 this last-named force had been employed by virtue of the general authorization given to construct the buildings named in the several acts, it being a service absolutely necessary to give effect to these laws. In 1882 it had become so considerable in number, and involved so large an expenditure, that it seemed proper that it should be specifically authorized by Congress. The matter was called to the attention of the Appropriations Committees by the late Secretary Folger, and the act of August 5, 1882 (legislative bill), contained the clause, which has been repeated in substantially the same form each year, authorizing the payment for services necessary to carry into effect the appropriations for public buildings to be made from such appropriations, not to exceed in total a certain limit.

The plan now proposed, the maintenance of a permanent skeleton organization, has had its day of trial, and proved unsatisfactory, both to the committees of Congress and to the Executive Department charged with the construction of the buildings.

It was found that an organization fixed by law of a specific number of persons trained to special services, at fixed rates of compensation, would lack flexibility and be ill adapted to suit demands so variable as those of this service. Neither would it be economical, as in numbers it would not fit the work at any one time except by chance; nor, except, perhaps, in the case of clerks, would fixed salaries correspond with the market value of expert services, which is subject to frequent and great fluctuations.

The existence of the two methods of employment and payment in the same office was demoralizing and productive of jealousies and controversies, the one class of employees having a status practically permanent at a compensation fixed by law, the other class holding appointments at compensations subject to change in the discretion of the Department and liable to discharge whenever the work of the office should fall off.

Ninety-two employees were separated from the service in the fiscal year 1905 without complaint. This reduction certainly could not have been made without friction if the places had been named and salaries fixed and appropriated for by law.

The limit of expenditure allowed in the legislative bill reached its maximum (\$350,000) in the fiscal year ending June 30, 1905, but the office expended of this amount only \$296,804.62.

Obviously, so far as the total cost of the superintendence of the work is concerned, the plan now in use works automatically to control the size of the force, inasmuch as, if there were no appropriations made by Congress for the construction of public buildings, there would be no fund from which these employees could be paid and no authority to employ them.

Respectfully,

L. M. SHAW, *Secretary.*

MONDAY, February 12, 1906.

OFFICE COMPTROLLER OF THE TREASURY.

**STATEMENT OF MR. R. J. TRACEWELL, COMPTROLLER.**

Mr. LITTAUER. On page 75 of the bill you make no different submission for the coming year than you have made for the past?

Mr. TRACEWELL. No, sir; this is the third year that I have asked no change.

EXPERT ACCOUNTANTS.

Mr. LITTAUER. How long have the six expert accountants, at \$2,000 each, been at work?

Mr. TRACEWELL. I have four experts. I think I got them—I am not certain as to the date—about 1899.

Mr. LITTAUER. You have had the six accountants for a number of years?

Mr. TRACEWELL. I have had the additional two for two years.

Mr. LITTAUER. What are their duties?

Mr. TRACEWELL. They go into the different auditing offices, the offices of the six different Auditors, and take up the accounts that have been settled by the Department, both of individual claimants and disbursing officers, and go over them to see that the law has been complied with.

Mr. LITTAUER. Then it amounts to a detail from your office to the auditing office of one of the officials of the Comptroller of the Treasury to revise the work going on there?

Mr. TRACEWELL. Yes, sir: to see that the laws and regulations are complied with in the settlement of accounts.

Mr. LITTAUER. Otherwise the matter could not come to you for adjudication?

Mr. TRACEWELL. Only as submitted by the claimants and the heads of the Departments and the Auditors on the construction of law.

Mr. LITTAUER. You think the system has been working well. Do your expert accountants find many causes of complaint?

Mr. TRACEWELL. To be entirely frank with you, Mr. Chairman, for my current business, and sometimes it gets pretty heavy, I use these expert accountants. When I catch up I send them out. I think last year they took up something over 478 accounts, which were withdrawn from the files of the various Auditors and examined, with a view to revision on my own motion. In such examinations, where substantial violations of the law have been disclosed, the accounts have been revised and the Auditors directed to restate them. In the examination of many of these accounts only technical violations of law and regulations have been found. In such cases, where no substantial interests of the Government would have been subserved by a revision, the accounts have been returned to the Auditors without change, and the attention of the officers whose accounts were involved directed to such technical violations and amendment of the practice demanded.

Mr. LITTAUER. Of the 478 cases how many were of this technical class? Does the service, in other words, bring about any actual saving to the Government or is it simply a correction of the method of handling the work?

Mr. TRACEWELL. I am inclined to think it justifies the expenditure of \$12,000.

Mr. TAWNEY. Does it, in your judgment, operate as a check on the Bureau?

Mr. TRACEWELL. Here is Mr. Andrews [indicating], and a clerk settles an account in his office. He has neither head nor hands enough, in my judgment, to go over the details of every man, and he necessarily has to take his word for the details. The clerk neither knows the hour nor the minute that the Comptroller's examiner is going to go into those accounts. He is just like a bank examiner. It is a sort of club over the head of every Auditor's clerk.

Mr. LITTAUER. It is an extension of the service?

Mr. TRACEWELL. It is practically a double audit, which was abandoned in 1894.

Mr. TAWNEY. And restored in 1900?

Mr. TRACEWELL. I think it was restored in 1898.

Mr. ANDREWS. About 1898.

Mr. LITTAUER. And year after year you have come to the conclusion that it is a force that is worth being kept up?

Mr. TRACEWELL. Yes, sir; I think for a while yet. At the present time I would not drop it. I did have very grave doubts whether or not it justified the expenditure at the time it was \$8,000, but I believe now that it does.

TYPEWRITER COPYISTS.

Mr. LITTAUER. You have a couple of typewriter copyists. They are not stenographers?

Mr. TRACEWELL. They are both. They are indifferent stenographers and fairly good typewriters. I need them very badly.

CLERKS 70 YEARS OF AGE AND OVER.

Mr. TAWNEY. You have in your Bureau, I see, two clerks 70 years of age and over, one at \$1,800 and one at \$840.

Mr. TRACEWELL. That is Mr. Curry, a messenger, and a man by the name of Ambrose. They are very old.

Mr. TAWNEY. What position does the \$1,800 clerk occupy—what is the nature of his duties?

Mr. TRACEWELL. I do not think that elderly man is an \$1,800 clerk; I think he is a \$2,000 clerk. His name is Ambrose.

Mr. LITTAUER. What position does he occupy?

Mr. TRACEWELL. He is a law clerk. Curry is a messenger. They are the only two old people I have. I have no control over the appointments at all.

Mr. LIVINGSTON. What sort of a lawyer is he?

Mr. TRACEWELL. He is the kind that long service builds up, not the best in the world.

Mr. LITTAUER. Does he render as efficient service as others who receive this salary?

Mr. TRACEWELL. He does not. Long service in the Executive Departments tends to narrow clerks. The majority of them are hunting for reasons to disallow accounts and claims. I am speaking now of the majority.

Mr. LIVINGSTON. Could you not reduce him and put a younger man in his place?

Mr. TRACEWELL. I can only recommend; I can not reduce anybody; but where woud I get any better clerk under the system? The truth is, gentlemen, the merit system, in my judgment, does not work when it requires experience and judgment. It gives you educated people, but it does not give you people of judgment and experience.

Mr. LIVINGSTON. Or common sense?

Mr. TRACEWELL. No, sir.

Mr. LITTAUER. Have you had any changes in your law clerks during the past year?

Mr. TRACEWELL. No, sir. I have had a death in the past year, and I have held the place open two months trying to find a man of common sense and judgment to fill the place. For clerical ability I think the examination service is all right.

## DIVISION OF APPROPRIATIONS.

Mr. TAWNEY. Mr. Tracewell, as Comptroller of the Treasury you are closely in touch with the expenditures of all appropriations made by Congress for the public service?

Mr. TRACEWELL. Every day in the year.

Mr. TAWNEY. You have been the Comptroller how long?

Mr. TRACEWELL. Eight years the last of last July.

Mr. TAWNEY. During that time have you had occasion to observe in practice whether or not the officers in the Departments are disposed to divert appropriations from the purposes for which they are made or apply appropriations to purposes other than those for which they are made?

Mr. TRACEWELL. There have been a considerable number of instances; I am compelled to answer "Yes."

Mr. TAWNEY. What measures or steps must you take in order to prevent it, and is it a part of your duty?

Mr. TRACEWELL. Those accounts reach the different auditors. The disbursing officers' accounts show what they pay, and they show out of what appropriation they pay. When there has been an improper payment, very frequently it is found out by the auditor's department and it does not reach me; but when it happens to escape them and reaches me, if it is possible, I make a transfer of the appropriation and pay it out of the right appropriation. If it is not right I absolutely disallow it in the disbursing officer's accounts, and you are called upon frequently to make an allowance. If the Comptroller finds that they have paid out of the proper appropriation he transfers it. If the appropriation is exhausted and he can not transfer it, then he absolutely disallows it.

Mr. TAWNEY. Do you suppose that all of the cases where there has been a diversion come to your notice?

Mr. TRACEWELL. I know that a great many of them do not. Even with my six experts I can only examine one out of five hundred accounts settled by the auditors. I doubt if I examine more than one in five hundred. I am guessing, but I think that is a fair guess.

Mr. TAWNEY. So your limited opportunities have led you to believe that there is more or less of that going on?

Mr. TRACEWELL. I am absolutely certain. The administrative officers designate out of which appropriation to pay and we very frequently find that they have paid out of the wrong appropriation.

## SUGGESTED CHANGES IN METHODS OF MAKING DISBURSEMENTS.

Mr. TAWNEY. I see by your annual report that you recommend some changes in the matter of disbursing in the different departments. Will you explain your idea?

Mr. TRACEWELL. Yes, sir. I make two recommendations as the result of my experience of eight years in office. You will find if you go over the different appropriations that in several instances you have made the disbursing officer the chief administrative officer of the same bureau sometimes and you call them chief clerks. That means that they prepare the vouchers for expenditures and pay them themselves. I recommend that that ought not to exist.

There is a diversity of opinion. Some think it ought to. I think not. I think no disbursing officer should be an administrative officer.

The disbursing clerk's business is like a cashier's business, and I think the vouchers should be prepared by somebody else. He is a pure paying officer. That is the first suggestion I have to make. Then I suggest that all the disbursing officers of the Departments here, where it is entirely practicable and feasible—it is not in the Army and Navy—should be Treasury officers, to be appropriated for as Treasury officers, and it seems to me that the reasons are very readily seen. Take a disbursing officer in the Interior Department or in the Agricultural Department. He is directly under the supervision of the head of that Department and clearly under the supervision of the assistants. It is human nature. He does what they want him to do. It frequently results in improper expenditures. If he reported to the Secretary of the Treasury and was under the control of the Secretary of the Treasury, he would obey the regulations of the Secretary of the Treasury. Now he does not do it. In the first place, in many instances he does not know what they are.

Mr. LITTAUER. He is under the influence of the Department?

Mr. TRACEWELL. Absolutely.

Mr. LITTAUER. You are yourself an officer of the Treasury Department?

Mr. TRACEWELL. Yes, sir.

Mr. LITTAUER. And your final decision in a matter of expenditure can not be overruled, can it, even by the head of the Department?

Mr. TRACEWELL. It can not in theory.

Mr. LITTAUER. Are your decisions questioned even by the head of your own Department or by others?

Mr. TRACEWELL. They have been several times—probably fifteen or twenty times since I have been the Comptroller.

Mr. LITTAUER. And has pressure been brought on you to change your opinion?

Mr. TRACEWELL. Yes, sir; I am inclined to think so. I have never done it yet.

Mr. LIVINGSTON. Could you give some instances where disbursing clerks have made payments where they should not have been made? Give us one or two illustrations; you need not call names.

Mr. TRACEWELL. It happens very, very frequently that they make payments. There was one disbursing officer who up to two years ago never paid any attention absolutely to making advances; he just paid out of any money he happened to have. If Congress had repealed a certain appropriation there would have been an absolute diversion of the money.

Mr. LIVINGSTON. I will give you one case. An officer was in the Department and he went to an exposition and went on passes, and when he came back and rendered his accounts he charged mileage, sleeping-car fare, etc., and when the disbursing officer brought it to the attention of the Secretary, it lay there for a month or so. Finally the Secretary ordered him to pay it anyhow.

Mr. TRACEWELL. That did not come to me. I should have disallowed it under those facts.

Then there is another reason. The disbursing officers have an idea, and that is human nature—I am not complaining about it—that when the head of the Department tells them to do a thing they must necessarily do it, that they must necessarily do it or lose their jobs. I am not saying that the head of a Department would discharge a

man for doing his duty, but the disbursing officer would think that he was doing his duty when obeying him. The disbursing officers ought not to be under the control of the administrative officers. They should be under the control of the Treasury.

Mr. BURLESON. Could we dispense with some of them if they were consolidated?

Mr. TRACEWELL. That is a question of the amount of work they are compelled to do. I can not answer it. I can say this: My judgment is that the outside world would do the work of the Department with about two-thirds of the force.

Mr. BURLESON. And dispense with 33½ per cent of them?

Mr. TRACEWELL. That is my judgment; it is only a judgment, but how are you going to remedy that? I can make no suggestions.

#### CIVIL SERVICE COMMISSION.

Mr. LITTAUER. In connection with the Civil Service Commission. Do you look upon the Civil Service Commission as one of the Executive Departments or subordinate bureaus or offices of an Executive Department that has control of the power of transfer of clerks belonging to the executive work here as counterdistinguished from those working in the field?

Mr. TRACEWELL. The Civil Service Commission is not an Executive Department; it is an independent Commission, and the laws made to govern the Executive Departments proper would not cover any independent commission.

Mr. LITTAUER. So that the privileges given to Executive Departments would not apply to the Civil Service Commission?

Mr. TRACEWELL. I do not think so. You take the public printing act and the act for advertisements. Those acts are confined to the Executive Departments and do not apply to independent commissions. You make them apply in some cases. Take the Fish Commission. By law you made the printing act and the act with reference to advertisements apply. They would not have applied otherwise.

Mr. LITTAUER. I would like to bring your attention to the privilege granted to the ordinary Executive Departments to detail from their force in the field to work here in Washington temporarily. Would that apply to the Civil Service Commission?

Mr. TRACEWELL. If it is confined to the Executive Departments, I should say no.

Mr. LITTAUER. The law reads, "Executive Departments or subordinate bureaus or offices thereof at the seat of government." I would like to know whether the civil-service force known as their "field force" can be temporarily detailed to do work in the offices here in Washington? That is a limitation on the general law which gives them the right to bring in details?

Mr. TRACEWELL. Yes, sir. The Civil Service Commission is neither an Executive Department nor is it a subordinate bureau or office of an Executive Department.

Mr. LITTAUER. So they have the right of detail?

Mr. TRACEWELL. So far as this statute is concerned. There are others I do not recall.

Mr. LITTAUER. The question has never been brought to your attention?

Mr. TRACEWELL. No, sir.

MONDAY, February 12, 1906.

OFFICE OF AUDITOR FOR THE TREASURY DEPARTMENT.

STATEMENT OF MR. W. E. ANDREWS, AUDITOR.

AMALGAMATION OF CLERICAL FORCES.

Mr. LITTAUER. Kindly take up the provisions covering your bureau—Office of the Auditor for the Treasury Department—on page 76 of the bill. You have a clerical force for the liquidation of manifests of vessels and cars arriving in the United States from foreign countries with merchandise intended for consumption?

Mr. ANDREWS. Yes, sir.

Mr. LITTAUER. Now, you desire to amalgamate that force and the purpose for which it was named together with the ordinary force of your office?

Mr. ANDREWS. Our estimate was submitted on the same force that we have had for eight years. I did not introduce that, and I do not know who did. Those accounts are now brought to the Auditor's office instead of sending them through the former channel—the Commissioner of Customs—which office was abolished.

Mr. LITTAUER. And this force is necessary and must be continued?

Mr. ANDREWS. Yes, sir; as it stands now.

Mr. LITTAUER. You have no knowledge of any prospect of repeal or modification?

Mr. ANDREWS. No, sir.

Mr. LITTAUER. Have you any recommendation to make?

Mr. ANDREWS. Not in that particular. I think the change in the plan was helpful.

Mr. LITTAUER. In what direction?

Mr. ANDREWS. In the improvement of the public service.

Mr. LITTAUER. That, again, is too general. Can not you particularize?

Mr. ANDREWS. In the examination of this work in the auditing office we do substantially the same work that was formerly done in the commissioner of customs office. The office of the commissioner of customs was abolished in the general plan of doing away with double auditing in the accounting offices. Now, under this plan the work is referred in detail to the auditing office as it formerly went to the commissioner of customs, but the decision of the Auditor is subject to revision by the Comptroller of the Treasury upon appeal by the claimant, the head of the Department, or the individual motion of the Comptroller. By that means we review the work of construction in regard to the liquidation of entries, which help to reduce the work of the various ports in the matter of the practical construction of the tariff schedules.

CHARACTER OF FORCE.

Mr. LITTAUER. And you need a force of 22 to do that work?

Mr. ANDREWS. Yes, sir.

Mr. LITTAUER. Is it an active and busy force?

Mr. ANDREWS. It is.

Mr. LITTAUER. Is the work current?

Mr. ANDREWS. It is.

Mr. LITTAUER. Have you any men who are inefficient to a high degree in the force?

Mr. ANDREWS. I have none who would come within the range of recommendation from their present grades.

Mr. LITTAUER. You have none whose efficiency does not come up to what you consider a fair average?

Mr. ANDREWS. I have not. If I had, I should recommend a change.

Mr. LITTAUER. Have you any in your regular force?

Mr. ANDREWS. I do not draw any distinction. I treat it as one and the same.

Mr. LITTAUER. Do you separate the individuals?

Mr. ANDREWS. I use them back and forth. If I find a man in the liquidating section who has not adaptability and practical application to that service and who could do better work in the miscellaneous division or the internal-revenue division, I would put him there.

#### LIQUIDATION DIVISION.

Mr. LITTAUER. How many men have you actually employed in the liquidation division?

Mr. ANDREWS. I have 25 on that work now.

Mr. LITTAUER. That is a greater force than the law provides for?

Mr. ANDREWS. Yes, sir.

Mr. LITTAUER. You did not feel warranted in submitting to us an increase of this force and a diminution of the other force?

Mr. ANDREWS. No, sir; I treat the office as a whole and I need the force as it is now to keep the work current. I can do it. I do not think I have three details on my list now and expect to dispose of them in a short time.

Mr. LITTAUER. Then, in actual practice you treat the force as one?

Mr. ANDREWS. Yes, sir; as a unit.

Mr. LITTAUER. Just as appears in this note here?

Mr. ANDREWS. Certainly. I see no reason for making any change. I never took up the matter of recommending any change in the phraseology of the law from that I found when I became Auditor.

#### PROMOTIONS.

Mr. LITTAUER. Do you transfer for the purpose of promotion?

Mr. ANDREWS. Promotions are based upon what I believe to be the right of the individual under the regulations of the service, regardless of the place where he may appear. I do not determine promotions by the division in which the man may be.

#### INCREASE IN WORK.

Mr. LITTAUER. What has been the increase in your work?

Mr. ANDREWS. The total in 1899 was \$3,047,000,000, and last year it was \$5,260,000,000. The largest amount was \$6,128,000,000.

Mr. LITTAUER. Has the detail of the work increased?

Mr. ANDREWS. It has.

Mr. LITTAUER. I am pleased to say that I find the increase of your expenditures for clerk hire has not gone on the same ratio that we find in other offices.

Mr. ANDREWS. I did not need it and I did not ask for it.

Mr. LITTAUER. Your work from 1899 to 1906 has increased as 3 is to 5?

Mr. ANDREWS. Yes, sir. Wherever I have found it possible to consolidate and economize time and labor I have done so, and for that reason I have been able to increase the efficiency of the force without detracting from the efficiency of the results.

#### AGED CLERKS.

Mr. LITTAUER. What have you to say about the men who have reached the age of 65, as a rule?

Mr. ANDREWS. I desire to retain every man in the service so long as he possesses the personal, intellectual, and moral strength necessary to do the work. When he passes beyond that limit I will dispose of him.

Mr. LITTAUER. Have you ever disposed of men in that way?

Mr. ANDREWS. Yes, sir; and I have reduced others.

Mr. BRICK. Does that cause much or any disturbance?

Mr. ANDREWS. It causes a little friction, but the officer must take his duty and discharge it under the law.

Mr. BRICK. You found that you could do that whenever you found it necessary, without any serious trouble?

Mr. ANDREWS. I did so and then placed the responsibility on the head of the Department, to do as he saw fit.

Mr. BRICK. I take it from your remarks that whenever you find a man that ought to be promoted you transfer him?

Mr. ANDREWS. Sometimes I do and sometimes I do not. That is not always a matter of promotion, from one desk to another. Here is an instance. I was able to get a man who had experience in the work of accounting. We brought him into the office at \$900. He did stenographic work and typewriting work for a time. Then I gave him work in connection with customs accounts. I readily discovered the fact that he enjoyed it. I soon advanced him step by step to a customs desk. He was at \$1,000. I advanced him again on the same desk to \$1,400, and he will be entitled to an advancement to \$1,800 and remain on the same desk, because the customs desk is one of the large and important desks of that branch of the service.

Mr. LITTAUER. You have already 18 clerks of class 4?

Mr. ANDREWS. Yes, sir.

Mr. LITTAUER. Three of them are 70 years of age. Do those three still perform efficient service?

Mr. ANDREWS. They do the same work as when I met them, eight years ago, and they will be required to continue to do the same kind of work as long as they get that grade of pay.

Mr. LITTAUER. And they do just as much of it?

Mr. ANDREWS. As much and as well. I deal with them as individuals, not upon some general theory.

Mr. LITTAUER. How would they compare with the other fourteen or fifteen men who receive \$1,800 in the amount of work done?

Mr. ANDREWS. Very favorably. Of course, you take 18 men and we know very well you will find certain ones—

Mr. LITTAUER (interrupting). We can only deal with averages.

Mr. ANDREWS. So far as that is concerned, there is no disparagement in that particular.

Mr. LITTAUER. And that would apply to the \$1,600 and \$1,400 clerks?

Mr. ANDREWS. That applies to the force throughout. That is my rule of treating the question, and if a man does not do the work satisfactorily he will go down to a grade commensurate with the work done.

Mr. LITTAUER. What has been your experience since the force has been working the extra half hour?

Mr. ANDREWS. I am inclined to think I have secured a larger volume of work, but I can not tell just how much. We did our work before. We do it now. If we did not do it now, we would work overtime.

Mr. LITTAUER. Do you have to order occasionally overtime work?

Mr. ANDREWS. Not very often, but when I do the clerks respond cheerfully.

Mr. LIVINGSTON. You could keep the work up without the thirty minutes?

Mr. ANDREWS. We would keep it up.

Mr. LITTAUER. And ask for more clerks?

Mr. ANDREWS. No, sir; I would not the way the work is now.

Mr. LITTAUER. Could you dispense with any clerks you have now?

Mr. ANDREWS. Not and keep the work in proper shape. I would not ask for any additional clerks for this reason: The general increase that would result by taking off the half hour would not be sufficient to justify it, and if I needed additional time—overtime—I would order it.

Mr. LITTAUER. And that is the reason you would not ask for more clerks?

Mr. ANDREWS. Yes, sir.

---

MONDAY, February 12, 1906.

OFFICE OF AUDITOR FOR THE WAR DEPARTMENT.

STATEMENT OF MR. B. F. HARPER, AUDITOR FOR THE WAR DEPARTMENT.

Mr. LITTAUER. Mr. Harper, you ask for practically the same force you did a year ago?

Mr. HARPER. Yes.

Mr. LITTAUER. How long have you been Auditor?

Mr. HARPER. Since last May.

Mr. LITTAUER. In what condition do you find the work?

Mr. HARPER. I have the work now in fairly good condition. We were a little behind when I took hold.

Mr. LITTAUER. How far behind?

Mr. HARPER. We are behind on account of a decision rendered by the Court of Claims, that is called the "Mills decision," which brought in many thousand claims for extra pay in the Spanish war. Those claims are coming in still, but not in such quantities as they did in the early spring.

Mr. LITTAUER. Now, the force for the Auditor for the War Department was materially increased after the war with Spain. The appropriation before that time was about \$300,000, and then it jumped up to a basis of \$400,000 because of the great accumulation of work which arose at the end of the war with Spain; and last year for the first time the force began to decrease, and we were advised then that the work was to a small extent decreasing, and that the back work had been gathered in. Now, you come here again this year for the same amount of force. Is it not possible for you, having caught up with this back work, to decrease this force?

Mr. HARPER. That report that business had been caught up with was probably made by my predecessor. The Mills decision came out about eight months ago, I think, and there have been one or two other decisions by the Court of Claims that have brought in the civil war claims and many other military claims that I do not recall just now, and I have about 16,000 or 17,000 claims right at this time.

Mr. LITTAUER. With your present force you will catch up with that in a few months, will you not?

Mr. HARPER. The civil-war claims are coming in very rapidly, for this reason: The claims attorneys get hold of the men in a regiment and send out word to the soldiers all over the country, according to my belief, that there is something due them—bounty, or back pay, or something like that—and they send in thousands of claims, and we have to use my record division. In that we are sadly behind, because we can not keep up with the number of claims that are coming in daily—all kinds of military claims, civil war claims, etc.

Mr. LITTAUER. Your Bureau is divided into how many divisions?

Mr. HARPER. Six divisions.

Mr. LITTAUER. What have they particularly under their care? Do you have one division given to these claims?

Mr. HARPER. The civil and military claims are gone through separately. The military claims division takes care of the army claims pertaining to the war, and with that the record division works. They get out the Department's record of the soldier, and that record is turned over to the civil claims division, telling that that shows that no payment has been made. At this time, when a soldier or anyone makes a military claim, his entire record is looked up.

Mr. LITTAUER. That record has already been compiled?

Mr. HARPER. Yes, sir; it is in the files. Heretofore when a man made some claim in that division that was the only claim examined. Recently we have taken up every claim that a soldier has, and we make a transcript of his record, and those transcripts sometimes are very easy and sometimes are very difficult. I have personally supervised some of them among the files, for the purpose of ascertaining just the exact amount of work required by a clerk, and I find that sometimes a difficult record will take him half a day, and then again one clerk may get out eight or ten in a day, and some days not one, and some days one.

Mr. TAWNEY. Are the transcripts made with the pen?

Mr. HARPER. Yes; with pen and ink. Some of the clerks provide themselves with fountain pens. There is no provision given for that. They can carry the printed sheet around with them from one file to another and look at the index and follow the soldier up from the different divisions and regiments he was in, the different enlistments he was in, the different grades; or he might have been disciplined at some time or other and laid off and his pay stopped. It is all looked up, and the claim is settled, everything, no matter whether he claims for one item only or more.

Mr. LITTAUER. How many are working in the claims division?

Mr. HARPER. We have in the record and claims division about 160. Those are devoted to that character of work.

Mr. LITTAUER. What are the others doing?

Mr. HARPER. I have in the quartermasters' division about 70. They examine the vouchers of quartermasters, figuring the rates on railroads and bond-aided roads and land-grant roads throughout the West; and they make computations upon all the vouchers.

Mr. LITTAUER. What other divisions have you?

Mr. HARPER. I have the paymasters' division. That division audits the vouchers for the paymasters throughout the country, paying the Army.

Mr. LITTAUER. How many are there in that division?

Mr. HARPER. There are about 30 in that division.

Mr. LITTAUER. What is the next?

Mr. HARPER. I have the civil claims division—claims made by any civilian. Railroads may get into a dispute by reason of moving troops, or a civilian may have a claim against the Government. There are 12 in that division.

Mr. LITTAUER. That includes your total force?

Mr. HARPER. I have about 8 in the Panama and law branch. I have in the Panama division 4 clerks, and they are connected with the law board.

Mr. BURLESON. Have you any clerks or employees in your Bureau that are not upon the statutory roll?

Mr. HARPER. I have not. I do not understand who you mean by the statutory roll?

Mr. BURLESON. A clerk that is paid out of a lump sum, who is not designated in the statute.

Mr. HARPER. We have none such.

Mr. LITTAUER. Have you any now that are not provided for in this paragraph in the legislative bill under consideration here?

Mr. HARPER. I do not know of any.

#### DETAILS AND TRANSFERS OF CLERKS.

Mr. LITTAUER. Are any of your clerks detailed away from you?

Mr. HARPER. Yes, sir.

Mr. LITTAUER. How many?

Mr. HARPER. I have about eight detailed from my Bureau.

Mr. LITTAUER. How long have they been detailed away?

Mr. HARPER. Some of them have never been there, and some have been detailed at different times.

Mr. LITTAUER. In what category are they. What salaries are they receiving?

Mr. HARPER. They are receiving from \$1,800 to—

Mr. LITTAUER. How many are there at \$1,800?

Mr. HARPER. One, who is in the office of the Secretary.

Mr. LITTAUER. Go through the entire list.

Mr. HARPER. There is one at \$1,600.

Mr. LITTAUER. Where is he?

Mr. HARPER. There are three at \$1,600 in the office of the Secretary.

Mr. TAWNEY. Secretary of the Treasury?

Mr. HARPER. Yes.

Mr. LITTAUER. This is the Auditor of the Treasury for the War Department.

What other clerks have you there? You have mentioned four out of ten.

Mr. HARPER. I have one in the Bureau of Engraving and Printing at \$1,600. There is another one who is secretary to the Assistant Secretary, Mr. Keep, at \$1,400, and another one at \$1,200 in the office of the chief clerk.

Mr. TAWNEY. In the Treasury Department?

Mr. HARPER. Yes.

Mr. LITTAUER. Yes; that is in the Treasury Department.

Mr. HARPER. I have three more—one in the office of the Auditor for the Treasury, one in the office of the Comptroller of the Currency, and one in the Internal Revenue office.

Mr. LITTAUER. He is in the Internal Revenue Bureau?

Mr. HARPER. Yes.

Mr. TAWNEY. Can you give us the length of time these men have been detailed from your Department?

Mr. HARPER. I can not.

Mr. TAWNEY. You took position when?

Mr. HARPER. In May.

Mr. TAWNEY. How many have been detailed since you went into office?

Mr. HARPER. Not very many. I can not tell you how many.

Mr. BURLESON. If you were behind, how can you afford to detail them to other places?

Mr. HARPER. I do not do that; the Board of Personnel does that. They have detailed people also into my office from other places—six clerks.

Mr. LITTAUER. At your request?

Mr. HARPER. One or two at my request.

Mr. LITTAUER. Then, only in part has this additional force been asked for by you?

Mr. HARPER. That does not increase my force any by these details in and out.

Mr. TAWNEY. The net loss is four?

Mr. HARPER. Yes; the net loss is four to me.

Mr. LITTAUER. You have been able to get along with that loss?

Mr. HARPER. No—

Mr. BURLESON. Are they the same class of clerks?

Mr. HARPER. Their salaries are different.

Mr. TAWNEY. You say these details are all made by the personnel committee?

Mr. HARPER. Yes; that is their business. They make all details.

Mr. TAWNEY. Who constitutes the personnel committee?

Mr. HARPER. Mr. Ludlow, the chief clerk, and Mr. Deland, and Mr. Lyman.

Mr. TAWNEY. Is Mr. Keep on it?

Mr. HARPER. No.

Mr. TAWNEY. Who creates this personnel commission?

Mr. HARPER. I can not tell you. I presume it is done under authority.

#### EMPLOYEES OVER 70 YEARS OF AGE.

Mr. TAWNEY. I see that you have 27 in your Bureau that are 70 years of age.

Mr. HARPER. I have 12 of them, or 15, perhaps. I have a list which I can give you.

Mr. TAWNEY. We would like to have it in the record. The reply of the President to the resolution of the House states that there are 27 in the office of the Auditor for the War Department over 70 years of age.

Mr. HARPER. I will have my clerk run over this now and give you the exact number.

Mr. TAWNEY. Have you a list there showing anything more than these people 70 years of age and over?

Mr. HARPER. I have a list showing the age of everyone in the office. There are about 12 or 15 who are over 70, and one of 80.

Mr. TAWNEY. Then there must be some of these who are charged to the Auditor's Office who are working in some other Department on detail?

Mr. HARPER. It may be. I have the names of those detailed from my office right here. I don't think any of these are very old people.

Mr. TAWNEY. I was going to ask you whether in making these details it ever happens or seldom happens that the old clerks are detailed, or whether it is the younger and more efficient that are detailed?

Mr. HARPER. I take it that the most efficient clerks are the ones detailed. Sometimes the details are made, I presume, for the good of the service.

Mr. TAWNEY. I read the number here, as stated in this report of the President to Congress: "Two males, at \$1,800; five males, at \$1,600; four males, at \$1,400; eight males, at \$1,200; two males, at \$1,000; four males, at \$720; one male, at \$840; one female, at \$660; total, 27."

Mr. BRICK. Over what age?

Mr. TAWNEY. Over the age of 70.

Mr. HARPER. We have here ten of 70 and over.

Mr. TAWNEY. Who made this report to the President?

Mr. HARPER. I do not know.

Mr. TAWNEY. That is the reply of the President to the resolution of the House.

Mr. HARPER. I find upon inquiry from all divisions there are seventeen. I omitted one division when I told you before.

Mr. LITTAUER. From the experience you have had in this Depart-

ment you see no immediate prospect of a reduction of work for the great number of clerks you have?

Mr. HARPER. I can use more if I had the room to use them.

Mr. LITTAUER. In what way?

Mr. HARPER. In the civil and military claims.

Mr. LITTAUER. Have you through any methods at all reduced the quantity of the work in any branches?

Mr. HARPER. Yes; I have done that.

Mr. TAWNEY. Will you kindly send to the committee a list of those who are 65 years of age and older, giving the ages from 65 and over, and what is the amount of salary received by each there?

Mr. LITTAUER. Have you much of a force over 60 years of age?

Mr. HARPER. I think the larger part of the force is between 60 and 65. That is an estimate, however.

Mr. LITTAUER. Is it an efficient force?

Mr. HARPER. It is in a great majority of cases.

Mr. LITTAUER. Do you think a day's work that you receive is about as fair as you could expect to receive?

Mr. HARPER. I think so. They are all very earnest and conscientious workers in that Department.

Mr. LITTAUER. You have not met with any exceptions at all where you felt they were receiving higher pay than their services warranted?

Mr. HARPER. I think not.

I would like to state, in addition, that the record of ages has been kept heretofore by the appointment division, and never was kept, I believe, in this office—in the Office of the Auditor for the War Department—and therefore there might be some error in the record I have given.

Mr. LITTAUER. But you have revised this lately and have your own record now?

Mr. HARPER. No; except the record we have taken from the service cards as they come into the office.

---

MONDAY, February 12, 1906.

OFFICE OF AUDITOR FOR THE NAVY DEPARTMENT.

STATEMENT OF MR. WILLIAM W. BROWN, AUDITOR, ACCOMPANIED BY MR. GEORGE H. FRENCH, LAW CLERK.

INCREASE OF FORCE.

Mr. LITTAUER. You have asked for an increase of force, stating that it is the same increase you asked for a year ago?

Mr. BROWN. Practically the same.

Mr. LITTAUER. So far as the clerical force is concerned. The laborers are an addition.

Mr. BROWN. So far as the clerks of classes four, three, and two are concerned it is the same force asked for last year.

Mr. LITTAUER. Were you able to get along during the present year?

Mr. BROWN. No, sir; I have been able to keep the work somewhere near where it was a year ago.

Mr. LITTAUER. How near current is that?

Mr. BROWN. Four or five quarters away, and we can only make that up in a great many years, because there is a constant increase in the Navy work. I can show you, if you desire to take the time, how that increase comes about in every particular; but it is so great that the increase of clerical force of last year enabled me to get ahead but very little, so that I remain pretty near as I was, and my main purpose is to get this office beyond the dangers that come to the service by these long delays.

Mr. LITTAUER. What dangers are they?

Mr. BROWN. Dangers mainly to the paymasters. For instance, they make payments which they ought not to make and their accounts not being settled by the Auditor until some of the force that the payment will affect have gone out of the service, they have no way of getting this amount back. That is, an officer has been overpaid, or a seaman, or a payment contrary to the law, as the case may be, and the officer finds himself unable to make that up.

Mr. LITTAUER. How many years has this been the condition?

Mr. BROWN. It has been in this condition ever since I have been there.

Mr. LITTAUER. How long is that?

Mr. BROWN. Six years.

Mr. LITTAUER. And you are no nearer to-day?

Mr. BROWN. We are some nearer to-day than we were at that period.

Mr. LITTAUER. How much increase of force have you had during that time?

Mr. BROWN. About 30 per cent; but the increase in the work to be done has more than doubled. It has nearly doubled in the present century.

#### AGED CLERKS.

Mr. LITTAUER. What is the condition of your force as to efficiency? How many old people have you?

Mr. BROWN. I have about 9 per cent of clerks who are above 65, but they are very little beyond 65.

Mr. LITTAUER. How does their work compare with men receiving the same salaries of younger years?

Mr. BROWN. Very favorably indeed, and, in fact, nearly all of the 10 are clerks who are receiving \$1,800, the highest salary—are entitled to it. They are men almost reared in the office. One of them has been in the service for forty years.

Mr. TAWNEY. How old is he?

Mr. BROWN. Sixty-four years of age. He came right out of the Army into that position. He is efficient and is above any clerk I know of anywhere to-day. I have been in two different offices.

Mr. LIVINGSTON. Why are you not catching up with the work if they are all efficient?

Mr. BROWN. It would be caught up if this increase was not going on.

Mr. LIVINGSTON. Is not the trouble with the chiefs?

Mr. BROWN. No, sir; I think that matter has been investigated. There is hardly a Saturday in the whole of my service but what I

have my chiefs with me for half an hour to ascertain if ways and means can not be devised to make a better showing.

Mr. LIVINGSTON. That does not do any good unless you watch them each day and see that they push the work.

Mr. BROWN. I tried to ascertain whether or not ways and means can not be devised to make a better showing.

Mr. LITTAUER. Have you found any ways and means?

Mr. BROWN. We have made innumerable improvements.

Mr. LITTAUER. Have you cut out all methods that were not necessary?

Mr. BROWN. Yes, sir.

Mr. LIVINGSTON. What is the benefit of the thirty minutes at the latter end of the day; does it help you or hurt you?

Mr. BROWN. I can not say that I think it has been of very much benefit. I think it is that character of the work that makes a clerk weary at the end of 4 o'clock.

Mr. TAWNEY. What is the difference in the character of that work and the character of work done in commercial life?

Mr. BROWN. It is very different. You take a paymaster's account. It is quarterly instead of monthly. All the other accounts in the public service are monthly. You take the account of a paymaster which covers a quarter and sometimes they are very voluminous and it will occupy a clerk for six weeks.

Mr. LITTAUER. That has not been changed since the last six years, the only change comes in the number of men.

Mr. BROWN. The change has been in the additional number of paymasters. They have more than doubled in the five years. The force of the Navy at the beginning of this century was—

Mr. LITTAUER. That is very far back. Go back within five years. The beginning of the century gives us no appreciation.

Mr. BROWN. The force has gone up within five years from 31,000 to 43,000.

Mr. LITTAUER. What has been the increase in the number of paymasters? It is really the number of paymasters' reports that determine the amount of work.

Mr. BROWN. I do not recall just the increase, but the work has increased 100 per cent to my certain knowledge, not less than 75 per cent in the last five years.

Mr. LITTAUER. And your force has only increased 30 per cent.

Mr. BROWN. Yes, sir.

Mr. LITTAUER. And you are still 100 per cent behind?

Mr. BROWN. Not quite.

Mr. LITTAUER. It was so five years ago.

Mr. BROWN. I do not remember exactly, but I say we are a little nearer current now than we were six years ago. The point is to get a great deal nearer.

Mr. LITTAUER. We would like it current.

Mr. BROWN. I do not think it would be an advantage to be exactly current with the quarterly accounts. You might run out of work. I think that two quarters behind is not to the disadvantage of the service.

Mr. LITTAUER. To get the work within two quarters would avoid any trouble with the men who sever their connection with the service?

Mr. BROWN. Yes, sir; practically so.

Mr. LITTAUER. How much are those accounts likely to amount to?

Mr. BROWN. I do not think they are very numerous, because we take a great deal of pains. For instance, where a paymaster's accounts are full of errors we are more likely to advance his accounts down to as near current as we can in preference to the paymasters who are very correct.

Mr. LITTAUER. "Not very numerous;" would they amount to \$100,000, in your estimation?

Mr. BROWN. No, sir.

Mr. LITTAUER. What would they amount to approximately?

Mr. BROWN. I should not think they would amount to half of that.

Mr. TAWNEY. You say that paymasters whose accounts are full of errors, that their accounts are advanced and kept as near current as possible?

Mr. BROWN. We do that to some extent.

Mr. TAWNEY. Is not that placing a premium on inefficiency and carelessness?

Mr. BROWN. No, sir. Some paymasters are absolutely correct. Some paymasters are just about as correct as an auditing officer—as the most expert auditing clerk we have—and we can rest pretty secure.

Mr. TAWNEY. What accounts other than those of paymasters do you audit?

Mr. BROWN. All disbursing officers under "Navy pay." They are comprehended in the paymasters, but it is well to bear in mind that the paymasters include all manner of payments different from the Army. For instance, they include the quartermaster accounts, the commissary accounts, the storekeeper accounts, and the ordnance accounts, and medical pay. They have to be almost experts in those particular branches.

Mr. LITTAUER. How greatly have they got to be expert in this work?

Mr. BROWN. Two years' service does not cover entirely the period of even an efficient and vigilant clerk necessary to learn one of these accounts. He is learning all the time.

Mr. LITTAUER. I notice also that you ask for clerks in classes 4 and 3?

Mr. BROWN. Yes, sir. I do that for the reason that unless we do that we lose clerks. You can not hold clerks when they wish to leave. The efficiency, I think, is very good in my office. I must have these high-grade clerks.

Mr. LITTAUER. Do you find your clerks going to other bureaus and other Departments?

Mr. BROWN. I have been very much annoyed in years past, but not so much in the last year. There has been an improvement.

Mr. LITTAUER. In other words, you want a larger number of high-grade clerks, so that you can make promotions?

Mr. BROWN. In order to avoid the difficulty to which I referred.

Mr. LIVINGSTON. How many clerks examine a certain account?

Mr. BROWN. There is one difference between the army and navy accounts. The army accounts have an administrative examination. The navy accounts come direct to the Auditor. They never have any investigation at all until they get into my office, hence the necessity

of having a review division. There is no law requiring a review division or review clerks in these offices where they have an administrative administration, but the navy accounts have no administrative examination. They come direct to the Auditor, and hence we must have two sets of clerks, or else it must be passed by the will of one clerk.

Mr. LIVINGSTON. Why not by the will of one clerk?

Mr. BROWN. The law requires that there shall be at least a double examination.

Mr. LITTAUER. You stated that your force had increased 30 per cent, but since 1899 the cost has increased 100 per cent. In 1899 the appropriation was \$65,000 and it is now \$135,000?

Mr. BROWN. When I came to that office there was no law clerk. There was only one \$1,800 place, and the clerks were leaving for the very reason that I spoke of a moment ago, and I commenced a system of increasing the salaries of the clerks, so that I could hold the expert and efficient clerks. We lost six excellent clerks in a single year for the want of higher-grade positions.

#### ADDITIONAL LABOR FORCE.

Mr. LITTAUER. What is your requirement for more labor force, assistant messengers and laborers?

Mr. BROWN. One of the reasons why at the present time that is required is that one-third of our force had to be moved to another story of the building, and the messenger and labor work has very much increased; besides all that we have always been very low. We have been below any other office I know of, and we really need additional force.

Mr. LITTAUER. Have you any details?

Mr. BROWN. We have only one detail at the present time.

Mr. LITTAUER. Did you ever ask for any that was not granted?

Mr. BROWN. I did ask, and I have had considerable benefit from details, but we have been deprived of that benefit by a ruling of the Comptroller which would not permit details from a certain office—from the War Office—that were allowed before the decision.

#### INCREASED FORCE.

from the War Office—that were allowed before the decision. in addition to the number you had before have not made any appreciable inroad on the bank accounts?

Mr. BROWN. They have made some advance, but the increase of the work has more than offset the increase in force. You see the current year we are doing \$110,000,000 of expenditure. Before that it was considerably less. The estimates for this year, for which this appropriation will be made, are \$121,000,000.

Mr. LITTAUER. This great increase in amount comes in but a few items to you?

Mr. BROWN. All the expenditures of the Navy Department except the expenses for ship construction.

Mr. LITTAUER. How much is that—that is over half of the expenditures?

Mr. BROWN. Oh, my dear sir, no.

Mr. LITTAUER. It is one-third of it at any rate.

Mr. BROWN. I think it would be less than one-fourth.

Mr. LITTAUER. During the present fiscal year the appropriation is \$110,000,000, and of that "increase of Navy" was \$42,000,000. There is \$68,000,000 for the conduct of the Navy. The previous year it was \$97,000,000—that is the total appropriation—and of that \$32,-000,000, or one-third, was for increase of the Navy—for construction.

Mr. BROWN. And the force of the Navy went up from 31,000 to 43,000.

Mr. LITTAUER. Your real work depends upon the number of paymasters?

Mr. BROWN. Yes, sir.

Mr. LITTAUER. How much has that increased in amount?

Mr. BROWN. It increases just according to the number of paymasters, but it is a fact that on the average now the paymasters' accounts have not varied very much.

Mr. LITTAUER. Do you know what the increase in the number of paymasters has been during the past years?

Mr. BROWN. Not in the last three years. Within the last year I think the number has been doubled.

Mr. TAWNEY. What is the aggregate number of paymasters?

Mr. BROWN. I do not know. I am only speaking from general recollection in that particular.

#### DOUBLE REVIEW OF ACCOUNTS.

Mr. LIVINGSTON. You referred a little while ago to a law that demanded a double review. Where is that law?

Mr. BROWN. It is the Dockery law, and it applies specially to the Navy, to officers where there is no administrative examination. It does not take as many review clerks as other clerks.

Mr. LITTAUER. One review clerk will probably look over the work of from three to five other clerks?

Mr. BROWN. Yes, sir.

Mr. LIVINGSTON. That delays your work?

Mr. BROWN. Yes, sir; that delays the final settlement of accounts.

Mr. LITTAUER. With your large increase of force, which in three years has amounted to thirty clerks, I can not understand this condition of affairs. You are speaking here and reiterating the great increase of work, but here in three years you have had thirty additional clerks.

Mr. BROWN. Yes, sir.

Mr. LITTAUER. And your work is yet behind?

#### PRESIDENTIAL ORDERS RESPECTING PAY.

Mr. BROWN. Let me show you in one particular where there has been an immense increase. The Navy is the only place where the President, under the law, has the right to fix the compensation of the force. This applies to from 30 to 60 per cent of the entire force, whose pay is regulated by the orders of the President.

Mr. LITTAUER. Have there been many orders issued during the year?

Mr. BROWN. We are now operating under twenty different orders where enlisted men may receive an addition to their pay, and I say that the whole of them put together cover not less than 33½ per cent, but I can only estimate it in a general way; but from the chiefs I learn that it runs from 30 to 60 per cent on the pay roll, the extra payments. Those special extra payments may apply to three or four seamen. There is the good-conduct medal, the pin medal, and the bar medal. Only a few days ago the President issued an order giving additional payment to the submarine force. That was in addition to the payment that was already given, and it was extra, so it makes an extra payment. Every one of those things has to be investigated, and the chief of the paymaster division told me that not less than 33½ per cent of the additional work is necessary for the proper accounting of the accounts of a paymaster now over what it was at the beginning of the century, when this system commenced. It is not attributable to that entirely; it is attributable to a great many things.

Mr. LIVINGSTON. When you say "century" do you mean 1900?

Mr. BROWN. Yes, sir.

Mr. LIVINGSTON. Not 1800?

Mr. BROWN. No, sir.

Mr. FRENCH. Congress passed what was known as the "navy personnel act" in 1899, and a man in examining these accounts has to keep track of the law; he has to keep track of the Comptroller's decisions and the decisions of the courts. An officer who was an officer on the 1st of July, 1899, can take any rate of pay, either Army or Navy, whichever may be the highest. He can shift from one to the other. He would get more on sea duty as a naval officer and he would get more on shore duty as an army officer. Every one of those payments has to be very carefully considered. The order has to be examined and it requires a great deal of correspondence. You would be utterly amazed.

Mr. LITTAUER. That arises from the fact that the officer has the right to choose?

Mr. FRENCH. He has the right to choose whichever rate of pay is the highest.

Mr. LITTAUER. That, of course, is easily tabulated—you make a table?

Mr. FRENCH. You can not make a table. You have your table, but you have to get the orders and you have to have them indorsed.

Mr. LITTAUER. Does not the paymaster refer to the order?

Mr. FRENCH. Yes, sir; and when not properly indorsed there is a suspension of the officer's account.

Mr. LITTAUER. The orders come along with the pay roll?

Mr. FRENCH. They should, but in a great many instances they do not. An officer can go into the Navy, and if he was commissioned on the 1st of July, from a rear-admiral down, he can take whichever pay is the highest on the two lists.

Mr. BROWN. It must be borne in mind that this is peculiar to the Navy; it is fixed by law in the War Department.

Mr. FRENCH. This is supposed to be the pay and allowances of the Army, but Congress, on the 27th of June, went to work and changed that law and it will continue in that condition until the last man

reaches the rear-admiral's grade who was commissioned in 1899 or is retired, unless Congress changes it. It would be better to assimilate the pay of the Navy to the Army rather than the Army to the Navy.

Mr. BROWN. There is another matter which I wish to call your attention to as to the increase. We have a system in the Navy Department of keeping accounts of all allotments. It is necessary in order to arrive at that conclusion.

Mr. LITTAUER. Allotments made by whom?

Mr. BROWN. By the officers or men. Any man can make an allotment that part of his salary shall be paid to his wife or to anyone he may designate. That is increasing very much. It makes additional accounting. It went last year from \$161,000 up to \$207,000.

Mr. LITTAUER. That is, a man makes his own allotment?

Mr. BROWN. Yes, sir. That increase is only for one year. The same is true in relation to deposits. Any sailor may make deposits. That went from \$520,000 to \$600,000 in a single year. Everything in the office is increasing in just about that way. The increase of force last year was out of proportion, but I had not asked for an additional force for several years.

Mr. LITTAUER. You got an increase of four clerks the year before and eleven the year before that?

Mr. BROWN. Yes, sir; but the year I got four I ought to have had ten at least. My force is very efficient now. There never was a more efficient force.

Mr. LITTAUER. You have no "deadwood" in the force at all?

Mr. BROWN. Very little "deadwood."

Mr. LIVINGSTON. If we gave back the thirty minutes to the clerks would that help out?

Mr. BROWN. I said I did not think that advantage was very much.

Mr. LITTAUER. Why do you not think so, do not the results show that you get more work done?

Mr. BROWN. I think very little additional work is done.

Mr. LITTAUER. Is that because they perform at a slower gait?

Mr. BROWN. They perform at a slower gait and they are more likely to be careless in the last half hour.

Mr. LITTAUER. For what reason?

Mr. BROWN. For the reason that they are weary.

Mr. LITTAUER. How old are they?

Mr. BROWN. I mean mostly on such matters as accounting. The paymasters' accounts are of that character of work which is heavy all the way through. It is a grind all the day long. It is heavy work.

Mr. BRICK. I want to ask you a question. Have you any suggestion to make as to a remedy for all this extra labor between the army and the navy accounts that you speak of?

Mr. FRENCH. Yes, sir; but it is not my province to do that. I would suggest the repeal of the personnel act and I would enact a law similar to the one in the Army, so that every officer would know what he is entitled to, and when you took up an account you would know what an officer was entitled to.

Mr. BRICK. Would that save you a great deal of labor.

Mr. BROWN. Yes, sir.

Mr. BRICK. How much?

Mr. BROWN. Twenty-five per cent of the examinations at least. Here is a rear-admiral who is entitled to \$7,500. You do not know whether he is on sea or on shore. At sea he is entitled to \$7,500, and 15 per cent less on shore. There are nine junior rear-admirals. The law says that they shall have the salary and allowances of a brigadier-general, which is \$5,500, and 15 per cent less on shore. The law says now that he is entitled to the pay and allowances of a rear-admiral, under section 1556 of the Revised Statutes, which is \$6,000 at sea, and on shore \$5,000. If he is a brigadier-general in the Army it would be \$5,500, and on shore it would be 15 per cent less. What is the result? Here is the rear-admiral's pay \$6,000 at sea, \$5,000 ashore, and \$4,000 on waiting orders. The pay of a brigadier-general is \$5,500, and 15 per cent less for shore duty, \$4,625, I think it is—that is, when he is on waiting orders. What is the result? He takes the Army pay, because it is more than the pay in the Navy when on waiting orders. I made up an account and I think there were fourteen different changes inside of six months in an officer's pay, and when he gets it he does not know whether he is going to keep it.

Mr. LITTAUER. The law has been amended from time to time and that has brought about these various changes of condition.

Mr. FRENCH. Wipe the personnel act off the statute books and make straight navy pay, but fix it absolutely so that there is no misunderstanding whatever as to what an officer is entitled to, just the same as in the Army.

Mr. TAWNEY. You would have to repeal the personnel act?

Mr. FRENCH. Yes, sir; you want to wipe it right off the statute books, and the old navy pay also. You want to wipe the whole thing off the statute books and make the navy pay conform to the army pay, but do not say "the same pay as in the Army."

Mr. TAWNEY. You mean to wipe out the personnel act so far as it relates to the pay of the Navy?

Mr. FRENCH. Yes, sir.

Mr. TAWNEY. You do not mean in respect to taking the engineer officers and making them staff officers?

Mr. FRENCH. No; you put them in the line. There are no engineer officers now.

Mr. TAWNEY. But if you wiped out the personnel act, of course you would have to wipe out that part. You mean to wipe out the personnel act so far as it relates to their pay and provide specially for their pay at sea and on shore?

Mr. FRENCH. Yes, sir; I would not give them more or less at sea or on shore. I would fix what the pay is to be at all times, and then you would have but one straight amount.

Mr. BRICK. Will you please tell us how many orders have been issued by the President?

Mr. BROWN. In 1899 there were but three cases where by special order of the President the rate of pay was varied from the regular pay. At the present time there are 22 orders.

Mr. BRICK. That is since 1899?

Mr. BROWN. Yes, sir. They have come along one after another

until we have 22, and that does not include a recent order that I know of existing, but we have not had any cases that it affects. That shows the increase.

Mr. BRICK. What effect have the 22 orders since 1899 had?

Mr. BROWN. The effect varies. You take Order No. 4—

Mr. BRICK. Give us the general effect.

Mr. BROWN. The general effect is to make from 30 to 60 per cent of variations of pay.

Mr. BRICK. What was the date of the first change in pay made by the President?

Mr. BROWN. I think it was in 1899. Three have existed for a good many years.

Mr. BRICK. The three prior to 1899 had existed how long?

Mr. BROWN. For thirty years.

Mr. BRICK. The total number up to the present time is 23?

Mr. BROWN. Twenty-two.

Mr. BRICK. I understood you to say there was another one?

Mr. BROWN. Yes, sir; one which has not been reported to us.

Mr. BRICK. That really makes 23?

Mr. BROWN. Yes, sir. So that there have been 20 changes within a period of five years.

Mr. BRICK. Since 1900 when was the first change made affecting the pay of the enlisted men?

Mr. FRENCH. The date of the order is not here. I did not bring it down.

Mr. BROWN. But most of these orders are affecting the present accounts of the paymasters.

Mr. BRICK. Do you know the law authorizing those changes?

Mr. FRENCH. Section 1569 of the Revised Statutes. The President issues an Executive order fixing the rate of pay.

Mr. COURTS. At what period?

Mr. FRENCH. Any time when they want to make the change. There is no fixed period.

Mr. BRICK. What I am trying to get at is, if you can not tell me or if you can not make a list and send it up, when the President through the existence of law has taken action?

Mr. FRENCH. Since 1814.

Mr. BRICK. If I understand it right, that would be only 26 orders?

Mr. FRENCH. We are only taking up the present generation. I do not know how much extra allowances were made during the war time.

Mr. BROWN. We know that there had been only three orders issued up to 1899. Now, the increase in the allowances and the numbers of orders issued has been increased since that time, running from 1900, giving additional pay to enlisted men.

Mr. BRICK. You can give us a list of the orders?

Mr. FRENCH. Yes, sir. We can send you copies of the orders. They are published in the Naval Register every year, unless you want the date of the orders.

Mr. BRICK. We would like the dates.

Mr. FRENCH. We can give that to you. These things are all published in the Register.

Mr. BRICK. But they do not give the dates?

**MR. FRENCH.** No, sir. You only want the information from 1900 to the present time?

**MR. BRICK.** Yes, sir.

TREASURY DEPARTMENT,  
OFFICE OF AUDITOR FOR NAVY DEPARTMENT,  
*Washington, February 12, 1906.*

The COMMITTEE ON APPROPRIATIONS,  
*House of Representatives.*

**GENTLEMEN:** In compliance with the verbal request of your committee for copies of the President's orders changing the pay and allowances of enlisted men of the Navy, I have the honor to inclose 22 of such orders, all of which were issued between February, 1893, and June, 1905.

I desire also to add, in answer to the question propounded by your committee in relation to the increase of disbursing officers since 1899 and to which I gave an estimate, that the following statement varies but slightly therefrom: In 1899 there were commissioned, including the Navy and Marine Corps (and including quartermasters in the latter), 128 disbursing officers. In the present fiscal year there are in commission, including Navy and Marine Corps (and including quartermasters in the latter), 220 disbursing officers, of which 16 are masters of colliers, of whom there were none in 1899. This 220 is exclusive of several details of line officers (which vary greatly) detailed as quartermasters in the Marine Corps and who render accounts.

All pay officers in commission do not render accounts. Some are detailed to other service. But the number who do not do so bears about the same ratio to the whole now as in 1899.

Respectfully yours,

W. W. BROWN, Auditor.

General Orders, No. 400.

NAVY DEPARTMENT,  
*Washington, February 25, 1893.*

The following executive order is published for the information and guidance of all persons concerned.

B. F. TRACY, Secretary of the Navy.

EXECUTIVE MANSION,  
*Washington, D. C., February 25, 1893.*

On and after the 1st day of April, 1893, the pay of the petty officers and other enlisted men of the Navy shall be as follows, but this order shall not reduce the pay or rating of any enlisted man during his present enlistment below the rate or pay at which he was enlisted or in which he is now serving, unless he shall be reduced in rating, as provided by law or regulations:

Rating.	Monthly pay.	Rating.	Monthly pay.
Chief masters at arms . . . . .	\$66.00	Seamen (2) . . . . .	\$24.00
Chief boatswains' mates . . . . .	50.00	Apprentices, first class . . . . .	21.00
Chief gunners' mates . . . . .	50.00	Ordinary seamen . . . . .	19.00
Chief quartermasters . . . . .	50.00	Apprentices, second class . . . . .	16.00
Masters at arms, first class . . . . .	40.00	Landsmen (3) . . . . .	16.00
Boatswains' mates, first class . . . . .	40.00	Apprentices, third class . . . . .	9.00
Gunners' mates, first class . . . . .	40.00	Machinists . . . . .	70.00
Quartermasters, first class . . . . .	40.00	Chief carpenters' mates . . . . .	50.00
Schoolmaster . . . . .	35.00	Boilermakers . . . . .	60.00
Masters at arms, second class . . . . .	35.00	Coppersmiths . . . . .	50.00
Boatswains' mates, second class . . . . .	35.00	Blacksmiths . . . . .	50.00
Gunners' mates, second class . . . . .	35.00	Carpenters' mates, first class . . . . .	40.00
Quartermasters, second class . . . . .	30.00	Plumbers and fitters . . . . .	45.00
Masters at arms, second class . . . . .	30.00	Water tenders . . . . .	38.00
Coxswains (1) . . . . .	30.00	Sailmakers' mates . . . . .	40.00
Gunners' mates, third class . . . . .	30.00	Oilers . . . . .	36.00
Quartermasters, third class . . . . .	30.00	Carpenters' mates, second class . . . . .	35.00
Seamen gunners . . . . .	26.00	Printers . . . . .	35.00

Rating.	Monthly pay.	Rating.	Monthly pay.
Painters .....	\$30.00	Ships' cooks, first class.....	\$35.00
Carpenters' mates, third class .....	30.00	Ships' cooks, second class .....	30.00
Firemen, first class .....	35.00	Ships' cooks, third class .....	25.00
Firemen, second class .....	30.00	Ships' cooks, fourth class .....	20.00
Shipwrights .....	25.00	Stewards to commanders in chief .....	45.00
Sailmakers .....	25.00	Stewards to commandants .....	45.00
Coal passers .....	22.00	Cabin stewards .....	37.00
Bandmasters .....	52.00	Wardroom stewards .....	37.00
Yeomen .....	60.00	Steerage stewards .....	25.00
Apothecaries .....	60.00	Warrant officers' stewards .....	24.00
Writers, first class .....	35.00	Cooks to commanders in chief .....	40.00
First musicians .....	36.00	Cooks to commandants .....	40.00
Writers, second class .....	30.00	Cabin cooks .....	32.00
Writers, third class .....	25.00	Wardroom cooks .....	32.00
Musicians, first class .....	32.00	Steerage cooks .....	22.00
Musicians, second class .....	30.00	Warrant officers' cooks .....	20.00
Buglers .....	30.00	Mess attendants .....	16.00
Baymen .....	18.00		

(1) Coxswalns detailed as coxswains of steam launches or as coxswains to commanders in chief shall receive \$5 per month in addition to their pay.

(2) Seamen in charge of holds shall receive \$5 per month in addition to their pay.

(3) Landsmen assigned to duty as jacks-of-the-dust or as lamplighters shall receive \$5 per month in addition to their pay.

BENJ. HARRISON.

General Orders, No. 542.

NAVY DEPARTMENT,  
Washington, March 9, 1900.

In view of the decision of the Comptroller of the Treasury in the case of an enlisted man appointed a commissioned officer, and that of the Secretary of the Navy in the case of an enlisted man appointed a paymaster's clerk, the following general order is published for the information and guidance of all persons concerned:

"When enlisted men accept commissions in the Navy or appointments as paymaster's clerks, their enlistments terminate on the date of taking the oath under such commissions or appointments, and service thereunder for a longer period than four months debars them from all benefits of previous enlisted service, in computing increased pay under subsequent enlistments."

JOHN D. LONG, *Secretary.*

General Orders, No. 20.

NAVY DEPARTMENT,  
Washington, January 1, 1901.

By authority of the President the Department publishes the rates and pay of the enlisted men of the Navy as follows, but this order shall not reduce the pay or rating of any enlisted man during his present enlistment below the rate or pay at which he was enlisted or in which he is now serving, unless he shall be reduced in rating as provided by law or regulation.

JOHN D. LONG, *Secretary.*

Executive Order, January 1, 1901.

Rating.	Monthly pay.	Rating.	Monthly pay.
Chief master-at-arms.....	\$65.00	Carpenters' mates, 2d class.....	\$35.00
Chief boatswains' mates.....	50.00	Printers.....	35.00
Chief gunners' mates.....	50.00	Carpenters' mates, 3d class.....	30.00
Chief gun captains.....	50.00	Electricians, 3d class.....	30.00
Chief quartermasters.....	50.00	Painters.....	30.00
Master-at-arms, 1st class.....	40.00	Firemen, 1st class.....	35.00
Boatswains' mates, 1st class.....	40.00	Firemen, 2d class.....	30.00
Gunners' mates, 1st class.....	40.00	Shipwrights.....	25.00
Gun captains, 1st class.....	40.00	Coal passers.....	22.00
Quartermasters, 1st class.....	40.00	Chief yeomen.....	60.00
Master-at-arms, 2d class.....	35.00	Hospital stewards.....	60.00
Boatswains' mates, 2d class.....	35.00	Bandmasters.....	52.00
Gunners' mates, 2d class.....	35.00	Yeomen, 1st class.....	40.00
Gun captains, 2d class.....	35.00	First musicians.....	36.00
Quartermasters, 2d class.....	35.00	Yeomen, 2d class.....	36.00
Master-at-arms, 3d class.....	30.00	Oilers.....	37.00
Coxswains.....	30.00	Yeomen, 3d class.....	30.00
Gunners' mates, 3d class.....	30.00	Hospital apprentices, 1st class.....	30.00
Quartermasters, 3d class.....	30.00	Musicians, 1st class.....	32.00
Seamen gunners.....	26.00	Musicians, 2d class.....	30.00
Seamen.....	24.00	Buglers.....	30.00
Apprentices, 1st class.....	21.00	Hospital apprentices.....	20.00
Ordinary seamen.....	19.00	Stewards to commanders in chief.....	45.00
Apprentices, 2d class.....	15.00	Cooks to commanders in chief.....	40.00
Landsmen.....	16.00	Stewards to commandants.....	45.00
Apprentices, 3d class.....	9.00	Cooks to commandants.....	40.00
Chief machinists.....	70.00	Cabin stewards.....	37.00
Chief electricians.....	60.00	Cabin cooks.....	32.00
Chief carpenters' mates.....	50.00	Wardroom stewards.....	37.00
Boilermakers.....	60.00	Wardroom cooks.....	32.00
Machinists, 1st class.....	55.00	Steerage stewards.....	25.00
Electricians, 1st class.....	50.00	Steerage cooks.....	22.00
Coppersmiths.....	50.00	Warrant officers' stewards.....	24.00
Blacksmiths.....	50.00	Warrant officers' cooks.....	20.00
Plumbers and fitters.....	45.00	Ships' cooks, 1st class.....	35.00
Sailmakers' mates.....	40.00	Ships' cooks, 2d class.....	30.00
Carpenters' mates, 1st class.....	40.00	Ships' cooks, 3d class.....	25.00
Water tenders.....	40.00	Ships' cooks, 4th class.....	20.00
Machinists, 2d class.....	40.00	Mess attendants.....	16.00
Electricians, 2d class.....	40.00		

1. Petty officers of the Navy, performing duty which deprives them of quarters and their rations, or commutation thereof, shall receive \$9 per month in addition to the pay of their rating.

2. All enlisted men of the Navy shall receive \$5 per month, in addition to their pay, while serving on board of submarine vessels of the Navy.

3. Coxswains, detailed as coxswains of boats propelled by machinery, or as coxswains to commanders in chief, shall receive \$5 per month in addition to their pay.

4. Seamen in charge of holds shall receive \$5 per month in addition to their pay.

5. Landsmen assigned to duty as jacks-of-the-dust or as lamplighters shall receive \$5 per month in addition to their pay.

6. Any man who has received an honorable discharge from his last term of enlistment, or who has received a recommendation for reenlistment upon the expiration of his last term of service of not less than three years, who reenlists for a term of four years within four months from the date of his discharge, shall receive an increase of \$1.36 per month to the pay prescribed for the rating in which he serves, for each consecutive reenlistment.

7. Twenty cents per month is deducted from the pay due each officer, seaman, and marine in the Navy, to be applied to the fund for naval hospitals.

8. Mess attendants serving in the Navy who are honorably discharged from service shall receive \$20 as monthly pay of their rating during first reenlistment, and \$24 as monthly pay during second reenlistment, and during each continuous reenlistment thereafter under honorable discharge, provided that service prior to January 1, 1898, shall not be computed in determining increase of pay, and, provided further, that the monthly pay of the rating of mess attendants shall not exceed \$24 per month, exclusive of additional compensation for continuous service.

WILLIAM MCKINLEY.

## General Orders, No. 40.

NAVY DEPARTMENT,  
Washington, April 8, 1901.

The Department publishes for the information and guidance of the service the following Executive order, authorizing the insular force, United States Navy, and designating the ratings and rates of pay therein:

EXECUTIVE MANSION, April 5, 1901.

The Secretary of the Navy is authorized to enlist in the insular force, United States Navy, which is hereby established, not to exceed 500 Filipinos in the following ratings and at the rates of pay indicated:

*Insular force, United States Navy.*

Rates.	Monthly pay.
Native coxswains .....	\$15.00
Native seamen .....	12.00
Native ordinary seamen .....	10.00
Native machinists, first class .....	28.00
Native machinists, second class .....	20.00
Native firemen, first class .....	18.00
Native fireman, second class .....	15.00
Native coal passers .....	11.00
Native stewards .....	15.00
Native cooks .....	18.00
Native mess attendants .....	8.00

WILLIAM MCKINLEY.

JOHN D. LONG, Secretary.

General Order, No. 61.

NAVY DEPARTMENT,  
Washington, October 17, 1901.

The following Executive order is published for the information and guidance of the service:

On and after January 1, 1902, the following ratings and pay per month are established for the petty officers and other enlisted men of the commissary branch of the United States Navy:

Rating.	Monthly pay.
Chief commissary steward .....	\$70.00
Commissary steward .....	60.00
Ship's cook, first class .....	55.00
Ship's cook, second class .....	40.00
Ship's cook, third class .....	30.00
Ship's cook, fourth class .....	25.00
Baker, first class .....	45.00
Baker, second class .....	35.00

Landsmen detailed as crew messmen shall, while so acting, except when assigned as reliefs during the temporary absence of the regular crew messmen, receive extra compensation at the rate of \$5 per month.

THEODORE ROOSEVELT.

JOHN D. LONG, Secretary.

## General Orders, No. 69.

NAVY DEPARTMENT,  
Washington, December 2, 1901.

The following Executive order is published for the information and guidance of the naval service:

## EXECUTIVE ORDER.

WHITE HOUSE, November 26, 1901.

From and after January 1, 1902, all enlisted men of the Navy will be allowed 75 cents per month in addition to the pay of their ratings for each good-conduct medal, pin, or bar issued for services terminating after December 31, 1901.

THEODORE ROOSEVELT.

JOHN D. LONG, Secretary.

---

## General Orders, No. 70.

NAVY DEPARTMENT,  
Washington, December 5, 1901.

The following Executive order is published for the information and guidance of the naval service:

WHITE HOUSE, December 3, 1901.

From and after January 1, 1902, each enlisted man of the Navy who holds a certificate as a graduate from the petty officers' school of instruction, Naval Training Station, Newport, R. I., shall receive \$2 per month in addition to the pay of his rating.

THEODORE ROOSEVELT.

JOHN D. LONG, Secretary.

---

## General Orders, No. 73.

NAVY DEPARTMENT,  
Washington, December 11, 1901.

The Department publishes for the information and guidance of the service the following Executive order:

WHITE HOUSE, December 9, 1901.

From and after January 1, 1902, the classification and monthly pay of mess attendants in the United States Navy shall be as follows:

Mess attendants, first class.....	\$24.00
Mess attendants, second class.....	20.00
Mess attendants, third class.....	16.00

T. ROOSEVELT.

JOHN D. LONG, Secretary.

---

## General Orders, No. 76.

NAVY DEPARTMENT,  
Washington, December 26, 1901.

Paragraph 8 of General Orders, No. 20, dated January 1, 1901, is hereby rescinded, and pay officers are authorized to check all amounts which have been credited to mess attendants in excess of \$16, in compliance with the provisions of that paragraph. This order does not apply to the \$1.36 per month allowed by law for consecutive reenlistments.

All mess attendants now in the service shall be rated mess attendants, third class, on January 1, 1902.

JOHN D. LONG, Secretary.

## General Orders, No. 79.

NAVY DEPARTMENT,  
Washington, January 7, 1902.

The following Executive order, modifying General Order No. 61, of October 17, 1901, is published for the information and guidance of the service:

WHITE HOUSE,  
Washington, January 7, 1902.

Executive order, dated October 15, 1901, establishing ratings and pay for enlisted men of the commissary branch of the United States Navy, is so far modified as to change the first word in the footnote from "Landsmen" to "Enlisted men."

THEODORE ROOSEVELT.

JOHN D. LONG, Secretary.

---

## General Orders, No. 91.

NAVY DEPARTMENT,  
Washington, June 25, 1902.

The following Executive order, affecting General Orders, Nos. 69 and 70, is published for the information and guidance of the service:

WHITE HOUSE, June 24, 1902.

Executive order of November 26, 1901, relative to additional compensation for enlisted men of the Navy holding good-conduct medals, pins, or bars, and Executive order of December 3, 1901, relative to additional compensation for enlisted men holding certificates as graduates from the petty officers' school of instruction, are hereby revoked, to take effect July 1, 1902, from which date the following substitutes shall take effect:

Each enlisted man of the Navy shall receive 75 cents per month, in addition to the pay of his rating, for each good-conduct medal, pin, or bar which he may heretofore have been, or shall hereafter be, awarded.

Each petty officer holding a certificate of graduation from the petty officers' school of instruction, or as gun captain, or both, shall receive \$2 a month in addition to the pay of his rating.

THEODORE ROOSEVELT.

WILLIAM H. MOODY, Secretary.

---

## General Orders, No. 101.

NAVY DEPARTMENT,  
Washington, August 4, 1902.

The following Executive order, supplementing General Orders, No. 91, dated June 25, 1902, is published for the information and guidance of the service:

WHITE HOUSE, August 1, 1902.

From and after July 1, 1902, each enlisted man that has been rated seaman gunner prior to April 1, 1902, or that holds a certificate of graduation from the Petty Officers' School, seaman gunner class, shall receive \$2 per month in addition to the pay of his rating during current and subsequent enlistments.

THEODORE ROOSEVELT.

CHAS. H. DARLING, Acting Secretary.

## General Orders, No. 102.

NAVY DEPARTMENT,  
Washington, August 6, 1902.

1. The following Executive order is published for the information and guidance of the service:

WHITE HOUSE.  
Washington, D. C., August 4, 1902.

From and after this date the following ratings and rates of pay for same are established in the naval service:

Ship fitters, first class, \$55.

Ship fitters, second class, \$40.

Men enlisted in these ratings to be petty officers, first or second class, respectively.

THEODORE ROOSEVELT.

2. The complement of all vessels of the first and second rate are amended so as to include one ship fitter, first class, and one ship fitter, second class. Vessels of the third rate are allowed one ship fitter, second class.

3. The specialty mark on the rating badge for ship fitters shall be the same as that for blacksmiths.

CHARLES H. DARLING, Acting Secretary.

## General Orders, No. 103.

NAVY DEPARTMENT,  
Washington, August 18, 1902.

The following Executive order is published for the information and guidance of the service:

WHITE HOUSE, August 18, 1902.

From and after this date the following ratings and rates of pay per month are established:

Painters, first class	\$40.00
Painters, second class	35.00
Painters, third class	30.00
Stewards for commander in chief or commandants	60.00
Cooks for commander in chief or commandants	50.00
Cabin and wardroom stewards	50.00
Cabin and wardroom cooks	45.00
Steerage and warrant officers' stewards	35.00
Steerage and warrant officers' cooks	30.00
Coppersmiths	55.00
Boiler makers	65.00

THEODORE ROOSEVELT.

All painters now in the service will be rated painters, third class. All painters that have served two years satisfactorily in that rating, with an average of at least 4 in proficiency in rating, conduct, and sobriety, and establish their qualifications by a practical examination, may be rated painters, second class.

Painters, second class, will be required to serve one year in that rating, with an average of at least 4 in proficiency in rating, conduct, and sobriety, before being rated painters, first class.

CHAS. H. DARLING, Acting Secretary.

## General Orders, No. 108.

NAVY DEPARTMENT,  
Washington, September 11, 1902.

The following Executive order is published for the information and guidance of the service:

WHITE HOUSE, September 4, 1902.

Executive orders of June 25, 1902, and August 4, 1902, are hereby rescinded, and from and after July 1, 1902, every enlisted man and apprentice who has been rated a seaman gunner, or holds a gun captain's certificate, or a certificate

of graduation from one or more classes of the petty officers' school of instructions, shall receive \$2 per month in addition to the pay of his rating for each such certificate, viz:

	Per month.
For certificate as seaman gunner, or from seaman-gunner class-----	\$2.00
For certificate as gun captain, or from gun-captain class-----	2.00
For certificate from petty-officer class-----	2.00
For certificate from artificer class-----	2.00
For certificate from machinist class-----	2.00
For certificate from electrical class-----	2.00

Every enlisted man of the Navy shall receive 75 cents per month, in addition to the pay of his rating, for each good-conduct medal, pin, or bar which he may heretofore have been, or shall hereafter be, awarded.

THEODORE ROOSEVELT.

All men who successfully complete, or have completed, the prescribed course in any of the above-mentioned classes, and have been reported qualified, will, upon the recommendation of their commanding officers to the Bureau of Navigation, receive certificates of graduation. The Bureau of Navigation will be informed as to any men who are entitled to certificates as indicated above and who have not yet received them.

In accordance with the provisions of the above Executive order, General Orders, No. 91 and No. 101, are hereby revoked.

Respectfully,

WILLIAM H. MOODY, *Secretary.*

---

General Orders, No. 110.

NAVY DEPARTMENT,  
*Washington, D. C., October 22, 1902.*

The following Executive order is published for the information and guidance of the service:

WHITE HOUSE,  
*Washington, D. C., October 20, 1902.*

Enlisted men of the naval service regularly detailed as signalmen shall receive the following extra compensation in addition to the monthly pay of the rating which they may hold:

Signalmen, first class-----	\$3.00
Signalmen, second class-----	2.00
Signalmen, third class-----	1.00

THEODORE ROOSEVELT.

From and after the date of the receipt of this order all seamen, ordinary seamen, landsmen, or apprentices who may be detailed as signalmen will be allowed this extra compensation.

Flagships will be allowed four signalmen, first class, four signalmen, second class, and four signalmen, third class.

Vessels of the first rate will be allowed four signalmen, first class, and four signalmen, second class.

Vessels of the second rate will be allowed four signalmen, first class, two signalmen, second class, and two signalmen, third class.

Vessels of the third rate will be allowed three signalmen, first class, one signalman, second class, and two signalmen, third class.

This, however, does not increase the allowed complement of any vessel as at present established, but is merely an allowance to men detailed as signalmen.

CHAS. H. DARLING, *Acting Secretary.*

## General Orders, No. 134.

NAVY DEPARTMENT,  
Washington, June 26, 1903.

The following Executive order is published for the information and guidance of the service:

WHITE HOUSE,  
Washington, D. C., June 26, 1903.

All chief petty officers of the Navy whose pay is not fixed by law, including chief water tenders, which rating is hereby established, who, on or after July 1, 1903, shall receive permanent appointments after qualifying therefor by passing such examination as the Secretary of the Navy may prescribe, shall be paid at the rate of \$70 a month; those who serve under permanent appointments issued prior to said date, or under acting appointments, shall be paid at the rates now in force. The pay of chief water tenders who hold acting appointments shall be \$50 a month. Nothing herein contained, however, shall operate to reduce the present pay of any enlisted man in the Navy.

THEODORE ROOSEVELT.

On and after July 1, 1903, permanent appointments will be issued by the Bureau of Navigation to chief petty officers in the service only after the fitness of the man for promotion shall have been shown before a board consisting of three officers detailed from a ship or ships other than the one on board of which the candidate is serving. The examination shall show that the applicant is in all respects fitted to fill the rating in which he seeks a permanent appointment. Such appointments will entitle the holder to draw pay at the rate of \$70 per month.

All persons holding permanent appointments as chief petty officers issued prior to July 1, 1903, may qualify by passing examination as above. In the event of their qualifying they will be given new permanent appointments by the Bureau of Navigation from the date they pass their examination.

Chief petty officers who hold permanent appointments issued prior to July 1, 1903, and who do not qualify by examination; those who reenlist under permanent appointments issued prior to July 1, 1903, and those who have acting appointments will draw pay under the present pay table until such time as they qualify by examination and are given permanent appointments.

When these permanent appointments are presented to the pay officer for an increase in pay, he will procure orders from the commanding officer upon S. and A. Form No. 22 (Ratings and Disratings) to make the appropriate changes on his books.

W. H. MOODY, Secretary.

## General Orders, No. 137.

NAVY DEPARTMENT,  
Washington, July 25, 1903.

The following Executive order is published for the information and guidance of the naval service:

WHITE HOUSE, July 25, 1903.

Enlisted men of the Navy, after having qualified as gun pointers, according to standards of markmanship and rules that may be prescribed from time to time by the Secretary of the Navy, and who are regularly detailed as gun pointers by the commanding officer of a vessel, shall receive monthly, in addition to the pay of their respective ratings, extra pay as follows:

Heavy gun pointers, first class, \$10; second class, \$6; for the class of guns comprising those of 8-inch caliber or larger.

Intermediate gun pointers, first class, \$8; second class, \$4; for the class of guns comprising those of 4-inch to 7-inch caliber, inclusive.

Secondary gun pointers, first class, \$4; second class, \$2; for the class of guns comprising those of 1-pounder to 3-inch caliber, inclusive.

Extra pay shall be allowed a qualified gun pointer during not less than two years from and after the date of his qualifying, but only while he is regularly detailed as a gun pointer at a gun of the class at which he qualified.

The following ratings and rates of pay per month for the same are hereby established in the naval service:

Chief turret captain, holding acting appointment as such, \$60; holding a permanent appointment as such, \$70.

Turret captain, first class, \$50.

Enlisted men of the Navy regularly detailed by the commanding officer of a vessel as gun captains, except at secondary battery guns, shall receive, in addition to the pay of their respective ratings, \$5 per month, which, in the case of men holding certificates as gun captains or of graduation from the gun captain class, petty officers' school, shall include the \$2 per month to which such certificates entitle them.

This order shall go into effect October 1, 1903.

THEODORE ROOSEVELT.

In pursuance of the provisions of the foregoing order, the following instructions will be observed:

#### RULES GOVERNING EXTRA PAY TO GUN POINTERS.

The standards of marksmanship entitling men to extra pay as gun pointers (first and second class) of the three classes of guns (heavy, intermediate, and secondary) will be announced by the Department as soon as practicable after the completion of the record target practice to be held early in 1904. These standards are subject to change yearly.

A gun pointer's "gunnery record" will be his sole certificate of qualification, and the rate of his extra pay as a qualified gun pointer will be determined by his score at an annual record target practice, signed by the chief umpire detailed for the ship at that practice.

As soon as the official announcement of standards of marksmanship is received the commanding officer of each vessel shall direct the pay officer (using S. and A. Form No. 236, "Order for extra compensation for enlisted men") to credit the men that have qualified as gun pointers, first or second class, with the extra pay, allowed them respectively by the foregoing Executive order; and over the men's names on the pay roll shall be entered in red ink the abbreviations "H. G. P., 1st Cl.," "H. G. P., 2d Cl.," "I. G. P., 1st Cl.," "I. G. P., 2d Cl.," "S. G. P., 1st Cl.," "S. G. P., 2d Cl.," as the case may be. Such extra pay shall be allowed from the date that the vessel on which the pointer qualifies completes her record target practice.

A gun pointer shall receive extra pay as such only during the time that he is regularly detailed by the commanding officer of the vessel as a gun pointer at a gun of a class at which he has qualified; if he has qualified at more than one class of gun, he shall receive only the extra pay allowed for a gun of the class at which he is regularly detailed as gun pointer.

Although the standards of marksmanship are subject to change yearly, a pointer that qualifies at any annual record practice is entitled to the corresponding extra pay for all the time during the ensuing period of two years that he is regularly detailed as a gun pointer at a gun of the class at which he qualified at that practice.

A qualified gun pointer reenlisting for four years within four months of his discharge, and regularly stationed as a gun pointer at a gun of a class at which he was qualified at the time of his discharge, shall be entitled to the corresponding extra pay during the unexpired portion of the period of two years from the date of qualifying—the interval of time between the date of his discharge and reenlistment to be included in the period of two years.

#### QUALIFICATIONS AND APPOINTMENT OF TURRET CAPTAINS.

The qualifications required for the duties of turret captains are—sufficient knowledge and ability to drill the turret crews and to control the fire of the guns in action in the absence of the turret officer, and the mechanical knowledge and skill necessary to overhaul all parts of the turret and gun gear and keep them at all times in efficient condition.

For each 10-inch, 12-inch, and 13-inch turret, and for each combination of superimposed turrets, one chief turret captain is allowed; but a turret captain, first class, may be assigned to any such turret for which no chief turret captain is available. For each 8-inch turret (not superimposed) one turret captain, first class, is allowed.

To fill these ratings, wholly or in part, commanding officers will select candidates that appear to possess the necessary qualifications for gunner's mates,

seamen gunners, men holding the rate of gun captain or certificate of graduation from the petty officers' school, gun captain class, and other intelligent men—not alone of the seaman branch—of mechanical bent and good promise as leading men. The names of these men shall be sent to the squadron commander, who will order their examination before a board of not less than three officers, the majority to be turret officers if practicable, to be appointed by him, none of whom shall be taken from the ship to which the candidates belong. Commanding officers shall nominate at least two candidates for each vacancy as turret captain, in order that the examination may be competitive.

The candidates that pass the examination will be eligible for acting appointments as turret captains, first class; but no chief petty officer shall be rated a turret captain, first class, against his will. Permanent appointments and advancements will be governed by the same regulations that apply to other petty-officer ratings.

#### **EXTRA PAY FOR GUN CAPTAINS.**

When the commanding officer details a petty officer or other enlisted man as a gun captain he shall direct the pay officer to credit him with the extra pay allowed by the foregoing Executive order (using S. and A. Form No. 236, "Order for extra compensation for enlisted men"), and over the man's name on the pay roll shall be entered in red ink the abbreviation "G. C."

#### **DISCONTINUING EXTRA PAY.**

When the commanding officer revokes the detail of a man as a gun captain or gun pointer he shall, in writing, direct the pay officer to discontinue the corresponding extra pay.

**WILLIAM H. MOODY, Secretary.**

---

#### **General Orders, No. 164.**

**NAVY DEPARTMENT,  
Washington, July 22, 1904.**

The following Executive order is issued for the information and guidance of the service:

**WHITE HOUSE, June 28, 1904.**

From and including July 1, 1904, all enlisted men of the U. S. Marine Corps regularly detailed as gun pointers, messmen, or signalmen, or holding good-conduct medals, pins, or bars, shall receive the same extra compensation in addition to their monthly pay as is now or may hereafter be allowed to enlisted men of the Navy.

*Provided*, That nothing herein contained shall be construed to entitle any person to back pay for medals, pins, or bars held, or for other services rendered as hereinbefore referred to, or otherwise.

**THEODORE ROOSEVELT.**

**CHAS. H. DARLING, Acting Secretary.**

---

#### **General Orders, No. 168.**

**NAVY DEPARTMENT,  
Washington, September 9, 1904.**

The following Executive order, affecting General Orders, No. 108, is published for the information and guidance of the service:

**WHITE HOUSE, September 5, 1904.**

The Executive order of September 4, 1902, authorizing additional pay to certain enlisted men of the Navy, is hereby so far modified that hereafter the date of the award of a good-conduct medal, pin, or bar shall be the date of the holder's discharge by reason of the expiration of the enlistment for which the medal, pin, or bar is given, the allowance of seventy-five cents per month to be

reckoned from said date of award: *Provided*, That nothing in this order shall be construed to authorize any change in the date of award of any good-conduct medal, pin, or bar heretofore awarded, or to grant any arrears of allowances on account thereof.

THEODORE ROOSEVELT.

PAUL MORTON, *Secretary*.

General Orders, No. 178.

NAVY DEPARTMENT,  
Washington, November 29, 1904.

The following Executive order is published for the information and guidance of the service:

WHITE HOUSE, November 29, 1904.

The following ratings and rates of monthly pay for the same are hereby established for the Navy:

Chief machinist's mate	\$70
Machinist's mate, first class	55
Machinist's mate, second class	40
Apprentice seamen	16

Ordinary seamen detailed as jacks-of-the-dust or as lamplighters shall receive \$5 per month in addition to their pay.

THEODORE ROOSEVELT.

From and after this date no persons will be enlisted as apprentices, third class, and all persons without sea experience who are enlisted in the seamen branch will be enlisted as "apprentice seamen."

The minimum age for enlistment of apprentice seamen will be 17 years.

Minors under the age of 18 years will be enlisted for the period of their minority, and those between the ages of 18 and 21 years will be enlisted for the term of four years.

On December 1, 1904, all chief machinists will be rated chief machinist's mates; all machinists, first class, will be rated machinist's mates, first class; all machinists, second class, will be rated machinist's mates, second class; all apprentices, first class, will be rated seamen; all apprentices, second class, will be rated ordinary seamen, and all apprentices, third class, and landsmen will be rated apprentice seamen.

PAUL MORTON, *Secretary*.

General Orders, No. 186.

NAVY DEPARTMENT,  
Washington, June 5, 1905.

The following Executive order is published for the information and guidance of the service:

Any enlisted man of the Navy detailed to perform the duties of "ship's tailor" on board of a vessel having a complement of six hundred men or more, exclusive of marines, shall receive twenty dollars per month in addition to the monthly pay of his rating; on a vessel having a complement of from three hundred to six hundred men, exclusive of marines, fifteen dollars per month in addition to the monthly pay of his rating; on a vessel having a complement of less than three hundred men, exclusive of marines, ten dollars per month in addition to the monthly pay of his rating. Any enlisted man of the Navy detailed as "tailor's helper" on board of a vessel having a complement of six hundred men or more, exclusive of marines, shall receive ten dollars per month in addition to the monthly pay of his rating: *Provided*, That the total pay of an enlisted man detailed to perform the duties of "ship's tailor" shall not exceed fifty dollars per month, and of "tailor's helper" shall not exceed forty dollars per month.

THEODORE ROOSEVELT.

THE WHITE HOUSE, June 2, 1905.

From and after July 1, 1905, vessels having a complement of 600 men or more, exclusive of marines, will be allowed one ship's tailor and one tailor's helper; vessels having a complement of less than 600 men and more than 100 men will be allowed one ship's tailor.

Men detailed for duty as ship's tailors or as tailor's helpers will be assigned to the paymaster's division and perform the duties of their detail without reference to the rating held by them. It shall be their duty to alter, when necessary, without expense to the enlisted men of the Navy, all uniforms, caps, and clothing issued by the paymaster.

The above does not increase the allowed complement of any vessel as at present established.

PAUL MORTON, *Secretary.*

---

General Orders, No. 9.

NAVY DEPARTMENT,  
Washington, November 9, 1905.

The following Executive order is published for the information and guidance of the service:

"Besides the five dollars per month extra pay allowed them for submarine service, enlisted men serving with submarine torpedo boats and having been reported by their commanding officers to the Navy Department as qualified for submarine torpedo-boat work shall receive one dollar additional pay for each day during any part of which they shall have been submerged in a submarine torpedo boat while under way: *Provided*, however, that such further additional pay shall not exceed fifteen dollars in any one calendar month.

"THEODORE ROOSEVELT.

"THE WHITE HOUSE, November 8, 1905."

Men to be eligible for recommendation by their commanding officers as "qualified for submarine torpedo-boat work" must fulfill the requirements prescribed from time to time by the Bureau of Navigation.

Service on a submarine torpedo boat shall be counted sea service for all purposes of rating, but in examinations for permanent appointment petty officers who have served their probationary period wholly or in part on vessels of this class will be required to show such proficiency in all the usual duties of their respective ratings as will qualify them to serve in such rating on vessels of any class. The examinations for permanent appointment as chief petty officer called for in article 852, paragraph 2, of the Navy Regulations shall be conducted by officers other than those on duty with submarine torpedo boats.

Whenever a submarine torpedo boat is engaged on duty under water it shall be accompanied by a tender, which shall be capable of including comfortable accommodations for the officers and men of the submarine.

Time spent by officers on duty with submarine torpedo boats shall count as part of a cruise.

CHARLES J. BONAPARTE, *Secretary.*

---

WEDNESDAY, February 14, 1906.

AUDITOR FOR THE INTERIOR DEPARTMENT.

STATEMENT OF MR. ROBERT S. PERSON, AUDITOR.

INCREASE OF SALARIES.

Mr. LITTAUER. What reorganization are you asking for of your force?

Mr. PERSON. A reorganization?

Mr. LITTAUER. Or increase in salaries. You want two more clerks working toward that end for some time. For five or six years one additional messenger?

Mr. PERSON. Yes, sir.

Mr. LITTAUER. Why do you need these clerks of class 4 and drop the lower classes?

Mr. PERSON. As to the clerks of class 4 and the necessity for them I think that is explained in my estimates. One of them is for the purpose of taking care of what is known as the claims arising under the act of March 2, 1905, reimbursement claims. There is not a sufficient force.

Mr. LITTAUER. Are the claims increasing?

Mr. PERSON. Rapidly. A large increase in the amount of work comes from the fact that the examination which has been given them since last March or April has been made strictly in accordance with law—that is, that claims which do not receive an administrative examination shall have two independent examinations in the auditing office. Prior to April 1, 1905, there was not a real independent examination of these claims.

Mr. LITTAUER. Was the law changed?

Mr. PERSON. No, sir; it simply had not been done. We have been working toward that end for some time. For five or six years there has been no independent examination whatever, until the 1st of last April. Now we have an absolute, separate, independent examination.

Mr. LITTAUER. What is the result?

Mr. PERSON. The result is a more satisfactory handling of the claims and simplifying of the work.

Mr. LITTAUER. How can you simplify it when the work is done twice. Do you get more exact information?

Mr. PERSON. The final settlement is simplified. The first or preliminary examination, as you may call it, takes the place of the administrative examination, the evidence is all developed, etc.

Mr. LITTAUER. What is the difference between the administrative examination and the Auditor's examination?

Mr. PERSON. In legal effect there is a very decided difference, because the Auditor's examination or statement is final and the administrative examination is simply a preliminary and advisory action.

Mr. LITTAUER. Are both based on the same method of work?

Mr. PERSON. Of course, the administrative examination, to be thoroughly and properly made, should be made with as much care and very much in the same way that the Auditor's examination is made. Of course, if the administrative examination is thorough the Auditor's work is very much lessened.

Mr. LITTAUER. Lessened in what way, that you get results of the administrative examination and the reasons therefor, the references to the law?

Mr. PERSON. Yes, sir; just about that.

Mr. LITTAUER. The evidence is already developed and collated?

Mr. PERSON. Yes, sir; and put into shape.

Mr. LITTAUER. Now, you are conducting two independent examinations made by one auditor?

Mr. PERSON. No, sir; not one auditor. Formerly these examinations I am speaking of were made not only in one division, but in one room. A clerk sat here [indicating] and made the preliminary examination, and another class clerk sat here [indicating] and made the final examination.

Mr. LITTAUER. Practically doing the same work?

Mr. PERSON. Yes, sir; in constant communication with each other.

Mr. LITTAUER. Now, you separated them and one does it one time and another at another time?

Mr. PERSON. And in other divisions.

Mr. LITTAUER. Have you been able to take up more claims?

Mr. PERSON. I do not know whether we have been able to accomplish any more work, but it certainly has been accomplished in a more satisfactory manner.

Mr. LITTAUER. You are more confident that the auditing is of a correct manner?

Mr. PERSON. Yes, sir; because I have a higher grade of clerks engaged in the final examination. The final examinations are under the direct supervision of the law clerk and he has a competent corps of clerks with him.

Mr. LITTAUER. How many clerks?

Mr. PERSON. I believe there are four clerks engaged in that work.

Mr. LITTAUER. In what classes?

Mr. PERSON. One at \$1,800, one at \$1,400, and one at \$1,000. I think, perhaps, he has only three clerks with him now instead of four.

Mr. LITTAUER. And outside of that work, which requires higher grade men or men that you want to pay higher compensations, you estimate to drop four clerks at \$900 each. Have you more clerks than is necessary?

#### UNNECESSARY CLERKS.

Mr. PERSON. I have more clerks of the kind than is necessary. I have some clerks that I am not using.

#### DETAILS.

Mr. LITTAUER. You have some clerks detailed away from your office?

Mr. PERSON. I have asked to have them detailed for the balance of this fiscal year, because I could not use them.

Mr. LITTAUER. How many of them are there?

Mr. PERSON. I have made that request with reference to four clerks in the last thirty days.

Mr. LITTAUER. How many clerks have you now detailed away from your office?

Mr. PERSON. There is only one where the detail is actually made.

Mr. LITTAUER. So you have really a larger force of low-grade clerks than you need?

Mr. PERSON. I could employ them if they were capable to do that class of work.

Mr. LITTAUER. And you have no other work to give them?

Mr. PERSON. No, sir; that is it exactly.

Mr. LITTAUER. You have recommended that they be detailed away and they have so far detailed one?

Mr. PERSON. Yes, sir.

Mr. LITTAUER. How long ago was that recommendation made?

Mr. PERSON. Probably thirty days ago I made the first recommendation. Since then and in the past week I have reached an understanding with the committee on personnel in the Treasury

Department that I will retain two of them on a reduction of salary.

Mr. LITTAUER. What salaries are they getting?

Mr. PERSON. One is getting \$1,400. He has already been reduced. The other is getting \$1,200.

Mr. LITTAUER. How old are they?

Mr. PERSON. The \$1,400 clerk is about 70 years of age. The other one is not quite so old, but he has been in the service forty-two years and is not of much consequence. He is to be reduced to \$900.

Mr. LITTAUER. Didn't you refer to him last year?

Mr. PERSON. I have so many of these people I do not remember.

Mr. LITTAUER. You have so many of these people?

Mr. PERSON. Yes, sir; I do not believe I referred to him last year.

Mr. LITTAUER. I think you referred to a man from Annapolis.

Mr. PERSON. That was two or three years ago. He has been reduced from \$1,400 to \$900. He is one of the four whom I recently recommended be transferred to some place where clerical efficiency is not required. It is a pitiable case, but I can not use him.

Mr. LITTAUER. Why can not you recommend to us in connection with your estimates that there is a certain number of clerks who are not properly performing duty worthy of the salaries they are receiving?

Mr. PERSON. Is it not proper for me to make my report to my superior officer, the Secretary of the Treasury, and let him take care of it?

Mr. LITTAUER. That is perfectly proper. This is your recommendation?

Mr. PERSON. Yes, sir.

Mr. LITTAUER. How many clerks of class 4 have you who are not properly performing duties which a clerk receiving \$1,800 should perform?

Mr. PERSON. I would not like to see any in class 4 reduced.

Mr. LITTAUER. Well, how about class 3?

Mr. PERSON. I have two or three people who are not worth \$1,600, the way things go.

Mr. LITTAUER. And in class 2?

Mr. PERSON. There is a considerable number.

Mr. LITTAUER. How many?

Mr. PERSON. I should have to have my list before me before I could give you a definite answer. I did not come prepared to give that information.

Mr. LITTAUER. I would like you to furnish information to this committee in answer to this question: "How many of each one of the classes of clerks employed in your bureau are not working in an efficient manner worthy of the salaries they are receiving?"

Mr. PERSON. By comparison with similar clerks?

Mr. LITTAUER. By comparison with the work that you think a clerk in each particular class ought to perform, and as to the amount of work.

#### PAY ROLLS.

You pass upon and audit all pay rolls, do you not?

Mr. PERSON. Pay rolls of the Interior Department?

Mr. LITTAUER. Yes. What is the form in which these pay rolls come to you? Do they come to you so that the references to the items

of appropriation under which the employed are specified on the roll, are the laws referred to on these pay rolls by captions or items, or do you have to hunt up under each item on the pay roll to see whether the individual is properly accounted for on that roll?

Mr. PERSON. I would like to invite your attention to the circular of the Comptroller of the Treasury, dated, I think, September 21, 1905, requiring administrative officers to furnish proper evidence upon which pay rolls may be audited. Pardon me, but I instigated that order myself. That circular was the result of a controversy that I had with the Interior Department, running through a period of more than a year, in which I failed to get satisfactory evidence of any pay roll as to the actual employment, where employed, and certain other matters in regard to the certification of the pay roll by the disbursing officer. That has all been cured.

Mr. LITTAUER. How has it been cured?

Mr. PERSON. By the requirement of the Comptroller, approved by the Secretary of the Treasury.

Mr. LITTAUER. Then to-day the pay rolls come to you in such a form that you know that the individual has performed the service?

Mr. PERSON. No; of course I can not say that. I can say that it comes with the evidence that the service has been performed, and that was not the case until recently.

Mr. LITTAUER. What is that evidence?

Mr. PERSON. The certificate of the supervising officer, the Commissioner of Pensions or the Commissioner of the General Land Office force.

Mr. LITTAUER. How do you determine whether or not the law provides for that salary?

Mr. PERSON. We have clerks to examine those accounts, and they are perfectly familiar with the appropriation acts, and of course the first account examined under each fiscal year is verified. In fact, each account is verified, as far as that is concerned. But the appropriation for salaries, the general salary list for the Interior Department, is a simple matter which any clerk competent to do the work can perform.

Mr. LITTAUER. But there is nothing that comes to you which shows the particular item of appropriation under which each clerk is employed?

Mr. PERSON. The place of employment is notice to us of the appropriation.

Mr. LITTAUER. The appropriations in the Interior Department are carried in various bills, are they not? The Indian Bureau expenditures are in one bill, and then there are some in the sundry civil bill.

Mr. PERSON. You are speaking of the pay rolls alone?

Mr. LITTAUER. Yes, sir.

Mr. PERSON. The pay rolls are matters of appropriation which are in the legislative, executive, and judicial appropriation bill. There are no other appropriations providing, I think, for employment.

Mr. LITTAUER. The salaries of clerks are carried in other pay rolls that you must audit?

Mr. PERSON. What, for instance?

Mr. LITTAUER. Indian agents.

Mr. PERSON. That is, of course, in the Indian bill.

Mr. LITTAUER. There is no reference on the pay roll that comes to you as to what bill this service has to be charged to?

Mr. PERSON. When any disbursing officer renders his account the administrative examination is supposed to state to what appropriation those disbursements are chargeable.

Mr. LITTAUER. Can you tell that?

Mr. PERSON. I can not answer that without examining the pay roll. It is really a simple matter, I think.

Mr. LITTAUER. Do you check up when a pay roll comes to you whether or not the individual whose salary is provided for on that roll is detailed out of some lump sum appropriation in violation of the act of 1882?

Mr. PERSON. That is just what I have been trying to cure in the last year and what I think we have cured in these instructions. The requirements of the Treasury Department now are that this evidence shall be shown on the face of every pay roll. If the clerk is detailed—that is just the bone of contention I had—I was aware, unofficially, that people were detailed illegally from one Department to another branch of the service.

Mr. LITTAUER. When the law says that they should not be detailed?

Mr. PERSON. If the law did not state it the converse is true—that there was no authorization for it—and that is what I fought for a long time.

Mr. LITTAUER. Is that the uniform requirement in all the auditors' offices?

Mr. PERSON. Yes, sir; that circular was issued for the purpose of making it uniform in all the Departments.

Mr. LITTAUER. How do you know whether an individual has exceeded his annual or sick leave?

Mr. PERSON. Only by the statement. The form is very complete, stating the very language which must be employed in the certificate, and, if I recall correctly, the certificate is required to be made in the form that the time has not exceeded the allowance made by law. I think that is in the circular. Have you seen the circular?

Mr. LITTAUER. No, sir. I wish you would send it up to the committee.

Mr. PERSON. I shall be pleased to do so.

#### DETAILS.

Mr. LITTAUER. Have you any details to your office?

Mr. PERSON. No, sir.

Mr. LITTAUER. You state in your note "the additional help is necessary to offset the loss of help of this character formerly detailed to this office."

Mr. PERSON. I did have a detail, but he has been gone some months.

Mr. LITTAUER. Can you get along without that additional man?

Mr. PERSON. Of course I can, but I do not think it is advisable to do so. I think the labor force would be very much improved by having a messenger. You see I have five people now at \$720, the same grade and the same dignity of office.

Mr. LITTAUER. What do you do with all these laborers? You have six laborers and a female laborer?

Mr. PERSON. Those laborers are employed either in messenger service or in the files room. The skilled laborers are all employed in the files room; I think all of them.

Mr. LITTAUER. What are the necessities for messenger service?

Mr. PERSON. There are four divisions and the law clerk, and each one of those divisions requires the presence of a messenger.

Mr. LITTAUER. To carry around papers?

Mr. PERSON. Yes, sir; and to take care of the rooms—open the rooms in the morning and air them and dust them.

Mr. LITTAUER. What does your female laborer do?

Mr. PERSON. She does some cleaning. She is sorting pension notices, work that was formerly done by clerks, but it is very simple and she has been doing it for several years.

Mr. LITTAUER. Is there anything further that you wish to say to the committee?

EXPERT EXAMINER.

Mr. PERSON. As to the second clerk of class 4, I desire him for the purpose of conducting the examinations which are authorized by law to be made of disbursing offices in the District of Columbia. I have not made but one such examination in the District in two years. We have had very good results, but I would like to have an increase.

Mr. LITTAUER. Can you get a good man for \$1,800?

Mr. PERSON. Yes, sir.

Mr. LITTAUER. A man capable of doing the work properly?

Mr. PERSON. Yes, sir.

Mr. LITTAUER. If we were to allow the appropriation, would the man stay with you?

Mr. PERSON. Yes, sir.

Mr. LITTAUER. You have not had a great many people taken away from your office?

Mr. PERSON. I have not had many, compared with other offices.

---

TREASURY DEPARTMENT,  
OFFICE OF AUDITOR FOR INTERIOR DEPARTMENT,  
Washington, February 15, 1906.

Hon. LUCIUS N. LITTAUER,

*Chairman Subcommittee on Appropriations, House of Representatives.*

SIR: In compliance with your request I have the honor to submit herewith certain information supplementary to my testimony before your committee yesterday.

There are in this office clerks below a fair average of efficiency in the several classes as follows: Three clerks of class 3, 7 clerks of class 2, 5 clerks of class 1, 1 clerk at \$1,000, 3 clerks at \$900.

Regarding pay-roll accounts, I transmit herewith a copy of Treasury Department Circular No. 98, dated September 21, 1905. Until the provisions of this circular went into effect it was impossible to make a proper audit of pay-roll accounts rendered by the disbursing clerk of the Interior Department.

Regarding the appropriations to be charged with disbursements made on salary accounts, your attention is invited to the fact that a distinction should be made between the account and the pay roll. The receipted pay roll is simply a voucher—a consolidated voucher—to support the account. Section 3623 of the Revised Statutes provides that "All officers, agents, or other persons receiving public moneys shall render distinct accounts of the application thereof according to the appropriation under which the same may have been advanced to them."

This provision of law is uniformly complied with by disbursing officers in the Interior Department. Of course the appropriation to be charged is a very material matter in the settlement of accounts, and the administrative designation of an appropriation is always verified in the final settlement by the accounting officers.

I transmit herewith a copy of Treasury Department Document No. 2396, which may contain some information of value to you.

Respectfully,

R. S. PERSON, Auditor.

---

MONDAY, February 12, 1906.

AUDITOR FOR THE STATE AND OTHER DEPARTMENTS.

STATEMENT OF MR. E. G. TIMME, AUDITOR.

EXPERT EXAMINER.

Mr. LITTAUER. For what purpose do you ask for the additional expert examiner, on page 79 of the bill?

Mr. TIMME. For the purpose of examining special disbursing officers' accounts located in the District.

Mr. LITTAUER. Outside and away from your general office?

Mr. TIMME. Yes, sir.

Mr. LITTAUER. Who has been doing that work in the past?

Mr. TIMME. The last two years it has not been thoroughly done. There have been only a few examinations made. The force in the office has been insufficient and the work constantly increasing, so that it has made it utterly impossible to examine these offices the way they ought to be examined.

Mr. LITTAUER. Have any instances occurred where you found necessity for this?

Mr. TIMME. For instance, there have been in the last three years two or three defalcations. There was one in the Department of Justice, one in the Smithsonian Institution, and one in the government of the District of Columbia.

Mr. LITTAUER. Defalcations of disbursing officers?

Mr. TIMME. Yes, sir.

Mr. TAWNEY. One in the Coast and Geodetic Survey?

Mr. TIMME. Not since the accounts of the Survey have been in my office. It was placed there by Presidential order under authority giving the President to create the new Department.

Mr. LITTAUER. Is the Department of Commerce and Labor under your jurisdiction?

Mr. TIMME. Yes, sir. There are 41 of these disbursing officers. To explain more fully, each Department has a disbursing officer. Then they have special disbursing officers outside of that in the several Departments, the accounts of which are under my care as Auditor. There are 41 of these disbursing officers, and they disburse throughout the year somewhere in the neighborhood of \$40,000,000. These disbursing officers should be examined every six months, and we have been able to examine only two or three during the past two years. The Comptroller is also authorized to make these examinations. The office having control and charge of the auditing

of these accounts ought to have an expert to examine the affairs of the disbursing officers.

Mr. LITTAUER. Does not the Comptroller of the Treasury detail a man to your office?

Mr. TIMME. No, sir. You have provided him with six examiners, but they are principally used to reexamine the accounts in the several auditing offices, but are occasionally detailed to assist in the examination of these disbursing offices.

Mr. LITTAUER. Does not one of these examine the accounts in your office?

Mr. TIMME. The accounts as allowed by the clerks; yes, sir. He can pick up an account and reopen it for examination, but this work that I speak of that I want this examiner for is outside of that. Now, for instance, if you will excuse me, the Senate of the United States and the House of Representatives have two disbursing officers, and then there is the Library.

Mr. LITTAUER. Under the law as it now stands you are compelled periodically to examine these various officers—to examine their safes, etc.?

Mr. TIMME. No, sir. The Comptroller of the Treasury and the Auditor may examine such accounts; that is true.

Mr. LITTAUER. Do you not do so?

Mr. TIMME. We do not do it as it should be done, because we have not the force.

Mr. LITTAUER. You are not required by law—it is optional?

Mr. TIMME. Yes, sir.

Mr. LITTAUER. How long have you been Auditor?

Mr. TIMME. Going on nine years.

Mr. LITTAUER. Have you not ever done it?

Mr. TIMME. Yes, sir; where we can. We used to examine every year promptly, but since we got the Department of Commerce and Labor we have not been able to do so.

Mr. LITTAUER. Have you not had an increased force?

Mr. TIMME. Yes, sir. I asked two years ago for an increase of 1 examiner, at \$2,000 per annum, and 11 clerks; they gave me 7 clerks; and the next year I asked for an increase of 8 clerks, and they gave me 5.

Mr. LITTAUER. And this year you ask for what?

Mr. TIMME. I ask simply for an examiner.

#### CONDITION OF WORK.

Mr. LITTAUER. Is your work current?

Mr. TIMME. Yes, sir; nearly so.

Mr. LITTAUER. As near as it should be, in your estimation?

Mr. TIMME. Yes, sir; as near as can be, under the circumstances, taking into consideration the increase of work and the force provided for.

Mr. LITTAUER. Within a month or two?

Mr. TIMME. In the Agricultural Department we are from three to six months behind.

Mr. LITTAUER. But as near current as is proper?

Mr. TIMME. As near as could be expected; yes, sir.

Mr. LITTAUER. How are you going to procure an expert examiner?

Mr. TIMME. By your committee providing for one.

Mr. LITTAUER. Do you expect to take him from one of your chiefs of division or one of your clerks of class 4?

Mr. TIMME. Not necessarily. I am now using a clerk of class 4 as an examiner, but he has been offered a position as bookkeeper at \$2,000, and I am unable to tell whether I shall be able to retain him. An examiner should possess these qualifications: He should understand the law; he should be well conversant with all Department regulations, the Comptroller's decisions, and should be an expert accountant.

Mr. LITTAUER. How are you going to get such a man without departmental experience?

Mr. TIMME. I will find him in one of the Departments. I may find him in the bookkeepers' division, but I can not get him unless I can give him \$2,000. I have had two or three men in my office that I broke in as examiners, and the trouble has been that just as soon as they are of any value the Comptroller or some other officer will come and take them away by giving them \$2,000. They have taken twelve or more clerks out of my office in that way.

Mr. LITTAUER. Do you consent to it?

Mr. TIMME. I can not help it.

Mr. LITTAUER. Do you protest at all?

Mr. TIMME. Would that be right? I do not like to do that. I would not stand in the way of a man getting an increase of \$200 if he is a good fellow.

Mr. TAWNEY. You say that you have 41 disbursing officers under you?

Mr. TIMME. Yes, sir.

Mr. TAWNEY. Will you please name the different Departments and bureaus in which the disbursing officers are now located?

Mr. TIMME. I have here a list of the disbursing officers.

*Memorandum showing the disbursing officers in the District of Columbia whose accounts are audited by the Auditor for the State and other Departments, and the number and the amount of the appropriations disbursed by each.*

Disbursing officer.	Appropriations.	Amount.
Secretary United States Senate .....	25	\$1,623,267.82
Clerk House of Representatives .....	13	1,585,692.74
Sergeant-at-Arms House of Representatives .....	8	2,301,156.91
Superintendent Library, Buildings and Grounds.....	6	606,545.60
Chief clerk Court of Claims.....	3	5,268.12
Executive Office.....	2	82,500.96
Civil Service Commission.....	2	170,654.64
Smithsonian Institution.....	10	382,209.43
Superintendent of construction, new building for National Museum.....	1	210,024.63
Interstate Commerce Commission.....	2	330,178.68
Superintendent State, War, and Navy building.....	7	210,024.63
Department of Agriculture.....	40	5,353,690.64
Special fiscal agent, Department of Agriculture.....	2	140,106.72
Department of Commerce and Labor.....	35	3,312,606.69
Coast and Geodetic Survey.....	9	920,969.19
Bureau of Fish and Fisheries.....	18	814,618.84
Bureau of the Census.....	9	958,771.69
Light-House Board, naval secretary.....	69	357,398.78
Light-House Board, engineer secretary.....		18,137.75
Department of Justice .....	36	3,000,000.00
District of Columbia appropriations .....	4	69,229.46
Treasurer Reform School for Boys, Washington, D. C.....		50,629.67

*Memorandum showing the disbursing officers in the District of Columbia whose accounts are audited by the Auditor for the State and other Departments, etc.—Continued.*

Disbursing officer.	Appropriations.	Amount.
Department of State .....	24	\$373,184.66
Boundary commissions .....	2	145,112.53
Water boundary .....	1	18,619.19
Public Printer, Government Printing Office .....	3	5,170,359.02
Recorder of deeds, District of Columbia .....	1	26,589.28
Register of wills, District of Columbia .....	1	27,040.43
District of Columbia .....	105	8,115,084.37
Municipal building .....	1	196,886.31
Board of control, Rock Creek Park .....	1	15,184.92
Treasurer United States, ex officio commissioner sinking fund, District of Columbia .....	4	1,451,850.35
Captain and acting paymaster, District of Columbia Militia .....	1	58,760.91
Board of Children's Guardians .....	1	70,796.64
Treasurer Women's Christian Association .....	1	2,000.00
Treasurer Women's Clinic .....	1	1,000.00
Working Boys' Home and Children's Aid Association .....	1	1,000.00
Treasurer Girls' Reform School .....	1	17,528.64
Garfield Memorial Hospital .....	1	5,000.00
Treasurer Washington Home for Incurables .....	1	4,000.00
United States marshal, District of Columbia .....	2	62,063.17
Total.....	450	38,263,246.06

#### CONDITION OF DISBURSING OFFICERS.

Mr. TAWNEY (interrupting). Have you ever considered whether or not it is practicable to consolidate these disbursing officers or the disbursements to be made by one officer, whether it would be advisable to do it?

Mr. TIMME. You mean for each Department?

Mr. TAWNEY. I mean one disbursing officer for the Department, for all the bureaus you have mentioned.

Mr. TIMME. If all the outside bureaus should be placed under a Department, in that case it would be to the advantage of the Government to have one disbursing officer in each Department.

Mr. TAWNEY. Outside of the Agricultural Department and the Department of Commerce and Labor they are all disbursing officers for bureaus or special offices?

Mr. TIMME. Yes, sir; outside of the four Departments.

Mr. TAWNEY. Take for example the Rock Creek Park board, why is it necessary to have a disbursing officer?

Mr. TIMME. Congress makes an appropriation for improvements in Rock Creek Park. That is controlled by a board. The board has the appropriation under its control. It draws out the money appropriated. It makes application to have a special disbursing officer appointed, who acts as a disbursing officer and disburses the funds.

Mr. TAWNEY. Why could not the funds be disbursed by some central disbursing officer that has power and jurisdiction in the matter of the disbursement of other funds?

Mr. TIMME. It could be done advantageously.

Mr. TAWNEY. The board will still control the disbursement of the appropriation, and the actual disbursements would be made upon the voucher of the board?

Mr. TIMME. Yes, sir.

Mr. TAWNEY. The purpose of my inquiry was to ascertain whether

it would be good administration and lead to greater economy if the disbursements for these boards and bureaus were made from one central disbursing officer than to have a disbursing officer for each one of them?

Mr. TIMME. It would be quite as convenient.

Mr. LITTAUER. It would tend to great regularity and more scrutiny?

Mr. TIMME. I think it would.

Mr. TAWNEY. It would not be as dangerous from the standpoint of defalcation or the misappropriation of funds?

Mr. TIMME. That is true, there would not be the same danger if one man for each Department disbursed the funds.

Mr. TAWNEY. I was wondering if you or anyone in the Department had considered or had ever made any recommendations looking to the consolidation of the disbursing officers of the different bureaus?

Mr. TIMME. Excuse me, but those recommendations should come from the head of the Department.

Mr. TAWNEY. Who is the head of the Department?

Mr. TIMME. The Secretary of the Department.

#### EXPERT EXAMINER.

Mr. LITTAUER. Just in connection with this expert examiner, we do not think—I speak generally—of adding an expert examiner to every auditing office now, but it seems to me in your office an examiner is particularly necessary, because of the great variety of bureaus outside that you have to control.

Mr. TIMME. Just exactly.

Mr. LITTAUER. They send all their accounts to your office?

Mr. TIMME. That is true. That has nothing to do with the examination, though. They send in their accounts and the accounts are examined by the different clerks in my office to see they are right, but that does not prove that that disbursing officer has not manipulated those accounts and has kept the record of the money received in such a way that he could divert it. There is the Smithsonian Institution. I feel confident that if we had an examiner that defalcation could not have happened. When he draws the requisition for money he states the use for which the money is intended in the requisition, and sends it over to my office for approval.

Mr. LITTAUER. Why would not that apply to the disbursing officers in the city?

Mr. TIMME. I hold that it is impossible. There is the trouble. Under my jurisdiction I have the accounts of four Departments—the State Department, the Department of Justice, the Department of Commerce and Labor, the Department of Agriculture—and in addition the District of Columbia and all the boards and commissions not under the jurisdiction of the other Departments. All the other Auditors put together, five, have less than twenty. See my list referred to above.

Mr. LITTAUER. How long had that defalcation in the Smithsonian Institution been in progress?

Mr. TIMME. One part of it we can not tell; the part the Government was interested in was in progress for less than a year. I under-

stand the Government did not lose anything. The bondsmen had to make it good. At the same time we should so conduct the business as to protect the citizens or the corporations on the bonds.

Mr. LITTAUER. As to this special examiner, from the standpoint of not creating a new office in one Auditor's offices and so as not to have it extend to the auditing offices in the future, could you not take a clerk of class 4, if we gave you an additional one, and find a competent man to do this work?

Mr. TIMME. There is the trouble. I have tried it. You take a clerk of class 4, \$1,800, and you break him in to become an expert examiner. Here is the Comptroller of the Treasury. He loses one of his examiners. He finds I have got a good man and he says, "Here, I will give you \$2,000, come to me," and my man is gone. They have done that repeatedly.

Mr. TAWNEY. You say that all the other Auditors of the Government have only 21 disbursing officers?

Mr. TIMME. Nineteen or twenty in the District of Columbia. I do not go outside the District.

Mr. TAWNEY. Those are all in the District?

Mr. TIMME. Yes, sir.

Mr. TAWNEY. The ones you are speaking of are in the District under the other Departments?

Mr. TIMME. Yes, sir.

Mr. TAWNEY. Would there be the same reason for their coming and asking for an examiner in the next Congress if we grant you one?

Mr. TIMME. Not exactly the same reason. I have 41 disbursing officers to look after, while all the other auditors combined have only about 20. The other auditing offices are large offices. They can take one or two men and not feel it. If I take one man out of my office, I feel it in my work.

Mr. LITTAUER. For that reason an additional clerk of class 4 would help you out?

Mr. TIMME. Provided I can get the man; provided I can get the talent that is required, which would be a very hard thing to do. I did not want to bother you, but what is needed in my office is several more clerks.

Mr. LITTAUER. Why do you say that? You say that the work is fairly current?

Mr. TIMME. Yes, sir; but the accounts in a good many instances do not get the necessary examination that they should receive.

Mr. LITTAUER. Can you point to an instance where the Government has suffered by lack of this proper examination?

Mr. TIMME. For instance, I have found, with the assistance of an examiner I had there, in the last two months five accounts rendered as duplicates that have been paid and presented for payment again. These things happen.

#### DETAILS.

Mr. LITTAUER. Where did you get this expert examiner from that you employed?

Mr. TIMME. He was a clerk of class 4 in my office.

Mr. LITTAUER. The Treasury Department has detailed to you from time to time an expert examiner?

Mr. TIMME. No, sir; the Comptroller of the Treasury occasionally

details an examiner from his office to make an examination in conjunction with a clerk from my office.

Mr. LITTAUER. One of his expert examiners?

Mr. TIMME. Yes, sir.

Mr. LITTAUER. One of his six expert examiners?

Mr. TIMME. Yes, sir.

Mr. LITTAUER. One of them regularly looks over your accounts?

Mr. TIMME. That I do not know. For instance, there are examinations which I know nothing about. He goes to the file and takes out any account that has been passed upon in my office and takes it down and reexamines it.

Mr. LITTAUER. You have asked for details and received them?

Mr. TIMME. No, sir; not in these examinations. I have one clerk in my office. He is out now. He is a very good man. He has been doing examining work, and I have used him for that purpose.

Mr. LITTAUER. What class is he in?

Mr. TIMME. Class 4. They have offered him a \$2,000 place in another office.

Mr. TAWNEY. Would the authorization of this examiner tend to necessitate less work in your department than without him?

Mr. TIMME. It would not make any difference so far as the work is concerned, because it has nothing to do with the auditing of accounts. Of course, if I had an expert examiner and a clerk who was not attending to his accounts, I could order him to get the accounts down and order a reexamination. It would be a great assistance and great help in that way, and I think it would be a saving to the Government.

Mr. LITTAUER. Have you lost any other clerks in that way by having the other Departments compete with you for your best assistants?

Mr. TIMME. Yes, sir; I lost one of the \$1,800 clerks. He was offered a position in a bank.

Mr. LITTAUER. That is outside the Government service?

Mr. TIMME. Yes, sir.

Mr. LITTAUER. I refer particularly to the Government service. I want to get an idea of your experience—how often the other bureaus of the Government service compete with you in order to get away from you the best clerks?

Mr. TIMME. One of my \$1,800 clerks became disbursing officer of the Census. They took one of my chiefs of divisions and he became auditor for the Government Printing Office.

Mr. LITTAUER. They usually take the high-class men?

Mr. TIMME. Yes, sir; the best they can find. They took a young lawyer, a very bright young man, a short time ago.

Mr. LITTAUER. How much more pay did they give him?

Mr. TIMME. Two hundred dollars more.

Mr. TAWNEY. How many clerks have you lost, who have gone into business outside of the Department?

Mr. TIMME. Only two.

Mr. LITTAUER. That occurrence is seldom in comparison with the other bureaus coming there and offering more money?

Mr. TIMME. Yes, sir. I will say this much: I think it to the interest of the Government and good accounting to give me that examiner, but of course it is for you gentlemen to say. It does not make much difference to me, personally.

MONDAY, February 12, 1906.

OFFICE OF THE AUDITOR FOR THE POST-OFFICE DEPARTMENT.

**STATEMENT OF MR. J. J. McCARDY, AUDITOR, ACCCOMPANIED BY  
MR. CHARLES A. KRAM, LAW CLERK, AND MR. FABER STEVEN-  
SON, CLERK.**

Mr. LITTAUER. Mr. Auditor, what is the condition of the work in your department?

Mr. McCARDY. It is current.

Mr. LITTAUER. You have kept up that way, have you not, for some years?

Mr. McCARDY. We have been bringing it up closer than it was for some years past.

Mr. LITTAUER. What branch of it is behind now?

Mr. McCARDY. The assorting and checking division; assorting and checking money orders.

Mr. LITTAUER. That is the largest division, is it not—the largest force of clerks under you?

Mr. McCARDY. Yes; we have about 140 in that division.

Mr. LITTAUER. You have 727 people altogether under you?

Mr. McCARDY. Yes; all told.

Mr. LITTAUER. How many divisions have you?

Mr. McCARDY. Seven.

Mr. LITTAUER. Which is the largest of them?

Mr. McCARDY. The one just under consideration—assorting and checking.

Mr. LITTAUER. There you have 168?

Mr. McCARDY. Something like that.

Mr. LITTAUER. Name the divisions, if you please, and if you can give me the number of people in each, give them.

Mr. McCARDY. The divisions are the bookkeeping, the collecting, the assorting and checking, the inspecting, the paying, the recording, and the foreign.

Mr. LITTAUER. These divisions have remained just the same for many years past?

Mr. McCARDY. There has been but little change in the past seven or eight years.

Mr. LITTAUER. But little change?

Mr. McCARDY. Yes.

Mr. LITTAUER. If I am not mistaken, you used to complain that the work was far behind, and we gave you a large increase of force some two or three years ago.

Mr. McCARDY. About two years ago you gave us a considerable increase, and last year we asked for fifty and you gave us thirty. This year we did not ask for any.

Mr. LITTAUER. Have you found out that the force you have is quite ample to keep up with the work?

Mr. McCARDY. No, it is not quite ample to keep up the work; but we are in such a condition that we can not do much better at pres-

ent with an increase of force. But we do not ask for an increase of force.

Mr. LITTAUER. Explain that condition.

#### ASSORTING AND CHECKING DIVISION.

Mr. McCARDY. The assorting and checking division is a difficult division to handle. There are 55,000,000 money orders issued in the United States annually, and we have to handle these not less than six times and some of them more than that. The condition is brought about from various causes. The delay is occasioned somewhat by the laws. We think that the life of a money order ought to be made three months instead of twelve months. You understand what I mean by that. A money order becomes invalid if not presented within that time. We can not close up the Money-Order Office accounts until that time has expired. When the life of a money order is within an average of eight days we think that three months would be ample life for it, and it would enable us to close up the postmasters' accounts very much more quickly.

Mr. LITTAUER. In the handling of these money orders have you ever been able to adopt any machinery to help?

Mr. McCARDY. We have seventeen or eighteen adding machines at the present time, and they have been working by hand; but we have been recently adding electricity and electrical power. That facilitates it, and we find it an improvement.

Mr. LITTAUER. But the methods remain practically the same?

Mr. McCARDY. Practically; yes.

Mr. LITTAUER. The estimates you submit here are practically increases of salary?

Mr. McCARDY. The entire increase we ask for for the coming year is, all told, \$8,000 for all purposes.

Mr. LITTAUER. But it consists of reducing a number of clerks of class 3 and adding to the number of clerks of class 4.

Mr. McCARDY. That is five only. That makes an increase of about a thousand dollars.

#### SKILLED LABORERS AT \$840.

Mr. LITTAUER. Then you want to create a class of skilled laborers at a higher rate of compensation?

Mr. McCARDY. Yes. We asked the chiefs of our divisions for an opinion in writing as to whether we should have any increase of force, or whether we could not so arrange matters as to avoid asking for an increase of force. They have come to the latter conclusion. There are some of these low-grade people who can not get into the clerical class, owing to the present laws, and there is no hope held out to them of any increase of pay. We think that if the small amount that was there were added for increasing people in that class it would be a stimulus to them and would result in good to the service.

Mr. LITTAUER. What do they do?

Mr. McCARDY. They count money orders and check money orders with the postmasters' statements when they are sent in. Each one of these people is an auditor. They have got to check them off, and it is very important work. It is just as important work as we have.

Mr. LITTAUER. But it is absolutely simple work, is it not?

Mr. McCARDY. It is simple enough, but still if there is an error made we have a good deal of trouble. But the point in that increase there is that it gives them that slight increase, and we think it will very materially increase the efficiency of the office. I am satisfied that it will. When people are getting \$660 or \$720, and there is a possible \$840 position in sight, and that is the limit, there is some incentive for them to work.

Mr. LITTAUER. Does that incentive work on those receiving \$660 that they may receive \$720?

Mr. McCARDY. The people who go out of the \$720 class into the \$840 class will leave vacancies, and the ones below them will move up.

Mr. LITTAUER. But there is a possibility of promotion to those in the \$660 class to \$720?

Mr. McCARDY. Yes; if there is a vacancy in the \$720 class. But yet there are so many of those two classes in the office that it is our judgment it would be, as I say, very beneficial that that be done.

#### TRAVELING ACCOUNTANTS.

Mr. LITTAUER. Then, you ask here that the Secretary of the Treasury may designate five officers, not below the grade of fourth-class clerks, to be commissioned as traveling accountants, and that the sum of \$6,000 be appropriated to pay their necessary expenses?

Mr. McCARDY. Yes.

Mr. LITTAUER. How has this need been demonstrated?

Mr. McCARDY. I will ask Mr. Stevenson, who has been in our office for eighteen years and is familiar with the necessity, to answer.

Mr. STEVENSON. There has been a necessity for these traveling accountants for many years; in fact, ever since the Auditor's office was inaugurated. We now have to write to the postal inspectors for that information.

Mr. LITTAUER. What information?

Mr. STEVENSON. Regarding defalcations of postmasters. In going over the accounts of postmasters we can see very clearly whether they are doing right or not. If a postmaster is doing wrong, if the Auditor can have somebody to send immediately to the office to inspect his accounts and check them up, a great deal of money will be saved to the Government.

Mr. LITTAUER. When such a case comes to you, you send for an inspector now, do you not?

Mr. McCARDY. Yes; but he will only do it when he gets ready.

Mr. STEVENSON. He will attend to that work, but he is not always in a position to do it right away. He has other duties, which he, perhaps, thinks are of equal or greater importance.

Mr. LITTAUER. In case of a defalcation, or evidence of a defalcation, you want some one sent right there?

Mr. STEVENSON. Yes, sir.

Mr. LITTAUER. The inspectors are now scattered all over the country, are they not?

Mr. STEVENSON. Yes, sir.

Mr. LITTAUER. So that it would be an easy matter for them on a short journey to go to this office, would it not? Do you mean to say

they could not put off other work to attend to such a matter as you would call to their attention?

Mr. STEVENSON. The post-office inspectors are already overburdened with work, and they do not give these cases immediate attention, and these cases have lagged somewhat.

Mr. LITTAUER. How many of these cases occur in a year?

Mr. STEVENSON. They are occurring all the time. I can not give you the exact number just at this minute. I do not know the number just at present.

Mr. LITTAUER. Are there usually half a dozen before you for attention?

Mr. STEVENSON. Yes; more than that. A dozen requests for inspectors are made every day.

Mr. LITTAUER. A dozen every day to investigate certain post-offices to determine whether a defalcation exists there or not?

Mr. STEVENSON. Yes; and questions arising in connection with the accounts.

Mr. LITTAUER. Then no four or five men would be able to examine into these, nor would \$6,000 traveling expenses be sufficient.

Mr. STEVENSON. In 1902 an attempt was made to get twelve, but that effort did not amount to anything.

Mr. LITTAUER. Now you have begun on a small scale, but the number would not be sufficient?

Mr. STEVENSON. That is in the hope that we would get it started somehow.

Mr. LIVINGSTON. Why do they not recommend an increase in the number of post-office inspectors?

Mr. STEVENSON. I understand they are trying to do that.

Mr. McCARDY. We have no control over that.

Mr. LITTAUER. I think that ought to be attended to by the Post-Office Committee rather than that you should come here for the expenses of the Department here in Washington to control the work throughout the country.

Mr. McCARDY. That is simply for the purpose of paying the traveling expenses. There would be no additional clerk hire. That would be for our own clerks.

Mr. LITTAUER. Can you spare these five men here from your office force?

Mr. McCARDY. We would in emergency cases force ourselves to spare them.

Mr. LITTAUER. But you tell us that force is not sufficient to-day to work properly, and there would have to be fifteen or twenty eventually.

Mr. McCARDY. This is for the purpose of demonstrating the necessity for this move.

Mr. LIVINGSTON. How many inspecting divisions have you in the United States?

Mr. McCARDY. We have none—that is, under the postal administration.

Mr. LIVINGSTON. What is yours? The inspectors are under the Postmaster-General and there is a chief, and you have divisions all over the country?

Mr. McCARDY. Yes.

Mr. LITTAUER. This is the auditing office, where they frequently find something wrong with the accounts, and sometimes defalcations, and they are compelled, to the extent of 12 a day, to ask the Department to have inspectors sent to find out whether the indications are true or not.

Mr. LIVINGSTON. Who reports those defalcations to you? Not the inspectors? How do you get information that you ought to send a man to Augusta or Baltimore?

Mr. STEVENSON. From the examination of the man's accounts in our office.

Mr. McCARDY. That originates in our office.

Mr. LIVINGSTON. It is not some kind of secret-service business for the postmasters that you are getting up, is it?

Mr. McCARDY. No, sir.

Mr. STEVENSON. To show some of the necessity for this, as late as the month of November I was called over to New York three times in one case, but that case fortunately was pending in the United States court, and traveling expenses and railroad fare were charged to the appropriation for fees of attorneys. But in these other cases, which are not pending in court, there is no way that the Auditor can get first-hand information of the cases.

Mr. LITTAUER. He has plenty of means, though, through the general department of getting this information, though not means directly under his control?

Mr. STEVENSON. Yes.

Mr. LIVINGSTON. Suppose a defalcation occurs in the Atlantic division. You have two inspectors there. One is at Atlanta and the other over in Birmingham. Go 50 miles down the road and you find that at Covington, Ga., a man's accounts are wrong. Do you mean to say you can not send to Atlanta and tell the inspector there that the Covington man's accounts are wrong and have him go?

Mr. STEVENSON. We can tell him; only suppose he has some other work on hand that he can not leave—a robbery of a post-office, or a burning of a post-office, or the robbery of a mail train?

Mr. LIVINGSTON. I suppose he would be inclined to run if his expenses are paid. It seems to me you ought to take this suggestion that I make into consideration, and instead of engraving a system of that kind on the law you should ask for an increase of inspectors and get more inspectors. Otherwise you will be duplicating work, it seems to me, in this matter. Suppose a man had been down there and examined them and ascertained that something was wrong, and you sent another man down: Would you not be liable to duplicate the work? If you mistrust the post-office inspectors, you ought to say so to this committee.

Mr. STEVENSON. There is nothing in that. It was simply to give the Auditor a force under his own control.

#### DETAILS AND TRANSFERS.

Mr. LITTAUER. A traveling force. Have you many details from your Department?

Mr. McCARDY. We have a detail now that is to go to San Francisco; will have to go this coming month; just on a case like this.

Mr. LITTAUER. I mean have you many details to other bureaus of the Treasury Department out of your Bureau?

Mr. McCARDY. I think there are at the present time temporarily detailed to other bureaus of the Treasury Department ten people.

Mr. LITTAUER. Have you any details in?

Mr. McCARDY. Yes, sir.

Mr. LITTAUER. How many?

Mr. McCARDY. That varies according as we may have vacancies pending there being filled, and we may have a half dozen to-day, and we may have a dozen and a half next week.

Mr. LITTAUER. Have you any temporary details in that have been there for a year?

Mr. STEVENSON. We have none that have been there for a year, but some people who have been there detailed from time to time.

Mr. LITTAUER. In other words, is your force augmented or diminished by the process of detail?

Mr. McCARDY. I do not think it is.

Mr. LITTAUER. To any extent worthy of consideration?

Mr. McCARDY. No, sir; we are practically full.

Mr. LITTAUER. And you find plenty of work for those that you have.

#### TEMPORARY CLERKS.

Mr. McCARDY. We have plenty of work for those that we have. These "temporaries" that come in, however, are not as serviceable to us as our regular force.

Mr. LITTAUER. Do you ask for them to come in?

Mr. McCARDY. We do not.

Mr. LITTAUER. How are they sent in?

Mr. McCARDY. They are sent in by the appointment division to fill up a vacancy. We do not ask them to come in.

Mr. LITTAUER. When there is a vacancy, you want that filled, and you make a requisition?

Mr. McCARDY. Yes.

Mr. LITTAUER. And receive a temporary detail?

Mr. McCARDY. Yes; pending that temporary place being filled.

Mr. LITTAUER. Is that a sort of probationary term?

Mr. McCARDY. That would be as good a term as any. But the appointment states that the person is detailed to the Department in the Auditor's Office for a period not exceeding thirty, sixty, ninety, or one hundred and twenty days, as the case may be.

Mr. LITTAUER. Are they usually people connected with the departmental service?

Mr. McCARDY. No, sir.

Mr. LITTAUER. They are temporary employees?

Mr. McCARDY. Yes, sir; picked up I do not know where, but they come in.

Mr. LITTAUER. How many have you in your Bureau?

Mr. McCARDY. It varies somewhat. A half dozen sometimes, and sometimes three times that.

Mr. LITTAUER. About how often do these "temporaries" become permanent?

Mr. McCARDY. We have not had any of these "temporaries" to become permanent.

Mr. LITTAUER. Then it is simply a system of filling in by a temporary employment and under civil-service rules until the employment is regularly filled by the action of the civil-service rules?

Mr. McCARDY. That is exactly the fact. We have a vacancy in one class in our office to-day, caused by death, and it will take probably twenty days before the machinery is ground out to fill that in.

Mr. LITTAUER. You give notice to the personnel committee that there is a vacancy, and they send to you someone temporarily who has not passed a civil-service examination as a rule?

Mr. McCARDY. We do not know whether they have or not.

Mr. LITTAUER. And they are at work there temporarily until the place can be filled regularly?

Mr. McCARDY. Yes.

---

MONDAY, February 12, 1906.

OFFICE OF THE TREASURER OF THE UNITED STATES.

**STATEMENT OF MR. JAMES F. MELINE, ASSISTANT TREASURER.**

Mr. LITTAUER. Mr. Meline, turn please to page 82 of this bill in front of you, so that you can follow the various submissions. These estimates were made out probably before the urgent deficiency estimate was submitted?

Mr. MELINE. Yes, sir.

Mr. LITTAUER. Consequently part of the force that was allowed in the urgent deficiency bill, so far as it had gotten, would naturally be taken up in the recommendations for additional force that we have here?

Mr. MELINE. Yes, sir.

DEPUTY ASSISTANT TREASURER.

Mr. LITTAUER. Now, you ask that the deputy assistant treasurer, who now receives \$3,200, shall be increased to \$3,400. Who is the deputy assistant treasurer?

Mr. MELINE. Mr. Gideon C. Bantz.

Mr. LITTAUER. How long has he been assistant deputy?

Mr. MELINE. About four years ago the bill passed the House authorizing the place.

Mr. LITTAUER. Has the compensation of this office been changed in any recent year?

Mr. MELINE. No, sir; not in recent years. He was formerly assistant cashier, and his salary was the same as he gets now as deputy assistant treasurer. His position is a very responsible one.

Mr. LITTAUER. As deputy assistant treasurer he gets \$200 more than he formerly received. The assistant cashier received \$3,000?

Mr. MELINE. No; the new assistant cashier gets \$3,200. When Mr. Bantz was made deputy his salary was made at \$3,200, and the assistant cashier was made \$3,000.

Mr. LITTAUER. What is a deputy's duties?

Mr. MELINE. In the absence of the Treasurer or of myself, the Assistant Treasurer, he has to assume our duties, and his present duties are attending to post-office demands, covering warrants, and miscellaneous work of that kind. He does not sign Treasury warrants, or conduct correspondence, or anything of that kind. He has general supervision of the cash room under the cashier. His duties cover a multitude of things, and the responsibilities are great, and he has a great deal of hard work. I think he ought to have the increase if you can possibly allow it.

Mr. LIVINGSTON. Is he a naturalized citizen?

Mr. MELINE. No. He is a resident of Baltimore. He was born in Ohio. He has always been a citizen, and has taken a part in everything that came along, naturally.

#### ADDITIONAL CLERKS AT \$1,000 AND \$1,200 WITHDRAWN.

Mr. LITTAUER. Now, I notice that you want two additional clerks of class 1 and two additional clerks at \$1,000. What work would these additional clerks have to perform?

Mr. MELINE. These estimates were made out before the attempt to reduce the work in certain divisions was begun. Since the estimate was submitted we have been able to reduce the work in several of the divisions.

Mr. LITTAUER. How reduce it?

Mr. MELINE. We have cut out some unnecessary work that we have been considering for years. But we never had a Treasurer before the present one who would take the responsibility of doing it.

Mr. LITTAUER. We are glad to hear that.

Mr. MELINE. It was mainly in connection with the notices of the numerous drafts and warrants and post-office warrants drawn on the different subtreasurers, and of course, as you know, there are thousands and hundreds of thousands of them during a fiscal year, and all those names have to be written, in addition to the registry. In our office each assistant treasurer is notified of the number, name of the draft, and warrant, as it has been issued. Now, the present Treasurer intends to cut that all out, and we will not notify any of the assistant treasurers. The assistant treasurers have been corresponded with in the matter, and they all seem to think there will be no risk whatever. The former Treasurers were all afraid that there would be some error in the payment, and that these notices would guard against any error that might likely occur; but after years of practice in that line we have found that they were really unnecessary, and that it was just additional work. So in my opinion we can withdraw those two at \$1,200 and those at \$1,000 each, if you can see fit to give us some help for our machine room; that is, separators at \$660 each.

#### ADDITIONAL SEPARATORS.

Mr. LITTAUER. You can withdraw these four clerks, then?

Mr. MELINE. Yes, sir.

Mr. LITTAUER. The separators below there?

Mr. MELINE. Yes; separators and sealers. We call them receivers, but they are sealers and separators. We would ask for separators.

Mr. LITTAUER. How many would you ask for?

Mr. MELINE. For four, sir, at \$660 each.

Mr. LITTAUER. These are two utterly independent propositions. One is that you have clerks enough.

Mr. MELINE. Yes. When this change of system is put into effect I am very certain that we will have plenty to get along with.

Mr. LITTAUER. What does a separator have to do?

Mr. MELINE. We receive from the Bureau of Engraving and Printing the United States paper currency in sheets. The duty of the Treasurer is to place the seal and numeral on these notes, and to separate them. They come to us in sheets, you understand, and they come to us complete except the numeral and the seal, and those are attached in the Treasurer's Office. Now, these notes pass, you see, through what we call the separating machine, and each machine requires a feeder and a person that collects them at the other side, counts them, and turns them over to a counter.

Mr. LITTAUER. Has that work increased greatly?

Mr. MELINE. Oh, my, yes.

Mr. LITTAUER. In the number of pieces?

Mr. MELINE. The number of pieces has wonderfully increased. We are always in trouble in what we call the issue division of the Treasury. We can not man our presses half the time in order to run all our separators. The full capacity of that room is 136,000 sheets, and of course we depend upon the Bureau in the delivery. The average is 119,000 sheets a day. We have 17 separators running, which, if full, we could handle 136,000 sheets, but we are never able to fill our maximum.

Mr. LITTAUER. If 24 separators are allowed, why can you not fill them?

Mr. MELINE. We have a receiver and separator under one head. We designate them in the office as feeder and receiver.

Mr. LITTAUER. But they are appropriated for under the head of separators?

Mr. MELINE. Yes.

Mr. LITTAUER. You could run more of your machines than you do if you had a larger force, and there is a demand for more money?

Mr. MELINE. Yes. We have ordered for the Bureau in the last few days two more separating machines. We can not keep up with the work with the number that we have at present.

Mr. LITTAUER. How many hours a day are these run?

Mr. MELINE. They start in at 9 o'clock and usually run until half past 3 or a quarter to 4. We have to stop, you know, in order to prepare them for delivery to the vaults. The separators' work, as usually done, would be about 8,000 sheets to each press, but very often we have got to run them as high as 9,000 each, and it is nearly killing everybody. It is machine work, and they have to follow the machines. It is not like clerical work.

Mr. LITTAUER. The machine does its work automatically, and the people have to feed them?

Mr. MELINE. Yes. If you gave us those four separators it would be a great help to us.

Mr. LIVINGSTON. What is the cost of issuing and delivering a dollar bill? Have you ever calculated it?

Mr. MELINE. It does not make any difference whether it is a dollar

bill or a thousand-dollar bill. The issue and redemption of a bill costs the Government about 1.7 cents—that is, to issue and redeem it.

Mr. LIVINGSTON. It is the same whether it is one or one hundred?

Mr. MELINE. Yes; the issue and redemption of a bill costs that.

Mr. LIVINGSTON. It costs a little over half a cent when it comes to you!

Mr. TAWNEY. Does that include material and everything?

Mr. MELINE. Yes, sir; everything; salary and expense. You will see that in the Treasurer's report. It is set out fully there. You will find in the Treasurer's report a full account of that, both for the issue and redemption.

Mr. LIVINGSTON. The point I want to draw out from you—I know what it is myself—is that it costs just as much to issue a dollar bill as it does a hundred-dollar bill, and therefore the issue of silver certificates has been of enormous cost to the Government. Do you know what that cost is?

Mr. MELINE. No, sir; we have never calculated it separately.

Mr. LIVINGSTON. Have you anybody in your division who could do that?

Mr. MELINE. Yes.

Mr. LIVINGSTON. I wish you would do that and give us the number of silver certificates that have been issued, and then the cost to the Government.

Mr. MELINE. All right, sir; I will have that attended to. This is from the Treasurer's report for 1905, page 25: "Including every item of expense incidental to the issue and redemption of United States paper currency for the year 1903, the average cost for each piece was 1.7 cents. The details of the reckoning may be made here as follows," and then it goes into the details.

The cost of each thousand sheets of paper delivered to the Department of Engraving and Printing; the cost of engraving and printing each thousand sheets—that is, 4,000 notes of perfect work, delivered to the Treasurer of the United States; the cost of sealing, separating, bundling, and issuing each thousand sheets, 4,000 notes; the total average expense of 4,000 notes issued is \$57.56. That is the issue.

Mr. TAWNEY. Is that labor alone?

Mr. MELINE. That is every expense, Mr. Tawney.

Mr. TAWNEY. Including material?

Mr. MELINE. Yes; everything.

Mr. LIVINGSTON. Now, could you make a separate statement as to the number of bills redeemed also?

Mr. MELINE. Yes; we can give you that by years.

Mr. TAWNEY. That includes the clerical force?

Mr. MELINE. Everything.

Mr. LITTAUER. All light, heat, and power?

Mr. MELINE. Yes. As you will notice here, "including every item of expense." When we were making this up, we took the most trivial items, the average of the salaries, and everything.

Mr. LIVINGSTON. You could not state now what the cost to the Government in the redemption division is?

Mr. MELINE. No, I could not recall that.

Mr. TAWNEY. That is 1.7 cents.

Mr. MELINE. That is the issue and redemption both.

Mr. LIVINGSTON. What is it upon the issue, then?

Mr. MELINE. Upon the issue of 4,000 notes it would cost \$57.56, and the average expense of issue and redemption is, as I say, 1.7 cents.

Mr. LIVINGSTON. Could you give us any information as to the number of good bills that could be carried for years and years in a man's pocket that are redeemed over there? The law says when a demand is made you must redeem them. Is that it?

Mr. MELINE. No; unless they are fit for circulation. Otherwise we do not touch them. We have a standard. A note that is simply a little rumpled—

Mr. LIVINGSTON. Or dirty—

Mr. MELINE. Yes; filthy or dirty, we consider unfit.

Mr. LIVINGSTON. Its being old does not make it unfit?

Mr. MELINE. We are glad to get the old issues in and out of the way, but very often a bank will send us for redemption a large package of notes, and in it there may be a great many that are fit for circulation. We may redeem those for the first time, but we write to the bank that if they continue that practice we will select the notes that are unfit and return the others to them at their own expense for express charges. Then they stop. The notes must be unfit for circulation.

Mr. TAWNEY. How is it in cities where they have subtreasuries?

Mr. MELINE. The same rule, Mr. Tawney, except there are certain regulations in regard to the redemption of notes that the assistant treasurers can not comply with. For instance, if a note is mutilated more than three-fifths—that is, if there is not at least three-fifths of the note remaining—they can not redeem the note, and they have to send it to the Treasurer, and we redeem it here.

Mr. TAWNEY. My inquiry was for the purpose of ascertaining whether it was easier for banks in cities having subtreasuries to secure redemptions than for banks some distance away from a sub-treasury.

Mr. MELINE. It is; but the objection to that, especially in times when business is very active, is that the banks can not obtain the denominations that they want. That is our great trouble—to furnish the denominations required.

Mr. TAWNEY. In what respect is it difficult?

Mr. MELINE. We can not supply the demand.

Mr. TAWNEY. What denominations are most in demand?

Mr. MELINE. Ones, twos, and fives; and tens come pretty close. But ones and twos and fives are the most in demand.

Mr. TAWNEY. Would there be any advantage in issuing a gold certificate of a smaller denomination than you are now issuing?

Mr. MELINE. It would be a great help to us. It would put us right on our feet, because gold is a growing medium of exchange and we are always able to draw upon our gold reserve and issue as the denominations are needed. For instance, to-day we could issue thirty or forty millions of gold certificates of any denomination we are called upon to issue. Our limit with silver certificates would be about \$14,000,000, and we consider ourselves rich to-day with \$14,000,000. Two months ago we had not more than \$250,000 in silver in the Treasury. It has been out in the country, and now it is coming back.

It has served its purpose. Crops have been moved and labor has been paid, and standard silver dollars are coming back to the Treasury.

Mr. LIVINGSTON. You have to send them out free again if asked for?

Mr. MELINE. Yes; we take them and count them and ship them free.

Mr. TAWNEY. You will do that only provided Congress appropriates the money?

Mr. MELINE. Yes; we have money only until the 1st of April. If we do not get more we can not ship.

Mr. TAWNEY. You mean at the expense of the Government?

Mr. MELINE. Yes; unless they can get it free they won't bother us much.

Mr. LITTAUER. You do not think, then, their customers will call for it, and that they can get along with ordinary bank notes and silver certificates?

Mr. MELINE. Yes. If they have to pay, you know they would prefer the silver certificates every time.

Mr. LITTAUER. Because they cost less to get there?

Mr. MELINE. Yes; and they are easier to handle. The claim is, down in your section, Colonel, that they do not like the silver certificates, and they prefer the silver dollars.

Mr. LIVINGSTON. I think that situation does not exist down there much any more. They like the bills now.

#### EXPERT COUNTERS AT \$900 AND OVER.

Mr. MELINE. Mr. Chairman, may I ask you a question?

Mr. LITTAUER. Certainly.

Mr. MELINE. In our estimates we asked for a change of titles. Are you going to do anything along that line?

Mr. LITTAUER. Why do you want it? That will lead ultimately to future extravagance. You want to change your clerks and call them "expert counters?" Our observation is that anybody who is called an "expert" comes in sooner or later for more salary than he was working for before.

Mr. MELINE. I will tell you honestly about that. A large number of clerks at \$900 are not available for any work except handling money. We can not use them on clerical work, and the title "expert counter" conforms to their duties. Of course it will enable those most deserving to receive promotion in due course of time.

Mr. TAWNEY. Suppose you omit the word "expert" and call them "counters?"

Mr. MELINE. Then I suppose there would have to be another decision of the Civil Service Commission whether they were available for promotion.

Mr. LITTAUER. As they are now they are available for promotion, are they not?

Mr. MELINE. They are not available.

Mr. LITTAUER. If the vacancy occurs in the thousand-dollar class, you can promote one of the 66 clerks?

Mr. LIVINGSTON. You can not do it now.

Mr. MELINE. You can not do it now unless they are available for promotion. If they are expert counters, they are available for promotion.

Mr. LITTAUER. Do you mean to say a clerk at \$900 in the same category with these at \$1,000 and over can not be promoted when a vacancy occurs?

Mr. MELINE. No. There are a great many expert counters at \$800 and \$720, of the grades we have now, that are not available because they have never passed an examination. If we had a grade higher as expert counter, they would go into that grade without an examination.

Mr. TAWNEY. Are they classified as expert counters?

Mr. MELINE. Yes.

Mr. LITTAUER. You have expert counters at \$700, and expert counters at \$720, and expert counters at \$800; and that ends the possible promotion—\$800?

Mr. MELINE. That is right.

Mr. LITTAUER. What you seek to do is to keep on so that they could receive \$900 by making a new designation?

Mr. MELINE. By changing the designation to expert counters.

Mr. BRICK. Would that add anything to the efficiency of the force?

Mr. MELINE. No, sir; they can not be used for anything but the money work, as a rule. Very few of them are fit for clerical work.

#### EMPLOYEES OVER 70 YEARS OF AGE.

Mr. LITTAUER. Have you a lot of old people in your bureau?

Mr. MELINE. We have several.

Mr. LITTAUER. Have you ever made any reduction of people receiving high salaries because of the inefficient character of their work and the small amount of work they perform?

Mr. MELINE. Not within my recollection in our office.

Mr. TAWNEY. I see you have 10 who are over 70 years of age.

Mr. MELINE. I did not know there were 10. I was going to say about 6.

Mr. LITTAUER. How does their work compare with that of others receiving the same compensation?

Mr. MELINE. I will tell you, Mr. Chairman: These men have all been excellent clerks, faithful clerks, and have served many years. They are a little decrepit now, and can not naturally do the work that they did twenty years ago. But at the same time we ease up as much as we can.

Mr. LITTAUER. Put them in positions where others receiving less compensation are doing the same work?

Mr. MELINE. No; we put them in positions that will ease their physical labor. They do responsible work yet, but at the same time we ease them up as much as we can.

Mr. TAWNEY. I see you have one here at \$1,800 of over 70 years, and one at \$1,400, and one at \$1,000, all males; two males at \$900, and three females at \$900, who are over 70.

Mr. MELINE. Yes.

Mr. TAWNEY. What is the nature of the work that these three females are doing who are over 70 years of age? They receive \$900 a year.

Mr. MELINE. I was just trying to place them. As near as I can remember, one of them is in what we call the account division, and the others are in the money division. They are all doing good work. Even their 70 years does not seem to hurt them.

Mr. TAWNEY. Are you troubled any on account of their not working constantly?

Mr. MELINE. No, sir. We feel, you know, a little consideration for them, and, as I said, we ease them up as much as possible without imposing on anything that we know ought to be done by them or taking any advantage of the Government in any way at all.

Mr. TAWNEY. In the ordinary walks of life a female or lady who has reached the age of 70 years is not generally considered competent physically to perform very arduous labors.

Mr. MELINE. No; you are right there. And we are very careful now in taking on new people to ask always for young people—active, you know—with good eyes, and we look out for that as far as we can. But these people have been there for years, Mr. Tawney.

Mr. TAWNEY. I see the difficulty of severing them from the service entirely. I appreciate that fully. The question in my mind is whether in the administration of the various Executive Departments it would not be economical and also tend to increase and improve the efficiency of the service if these clerks who have reached the age of 70 or over were reduced to positions of less importance, where they could still, in view of their long service, receive a competency, and then fill their positions with younger people, who are capable, by reason of their greater physical ability, to perform more efficient service and more of it. If that were adopted as a settled general policy, would not that necessarily improve the efficiency of the service generally and also save considerable to the Government?

Mr. MELINE. It would, undoubtedly. But I take it you can not convince a man getting \$1,800 that he is not just as good as he ever was.

Mr. TAWNEY. I appreciate that, and that is the reason why it is so difficult for heads of Departments to exercise the discretion vested in them by the law with respect to reducing these older clerks. But if Congress were to require it to be done and the heads of Departments did not have that discretion, but simply had to obey the law, and as a result of their obedience to the law these older people were reduced and younger people put in their place; if that would increase the efficiency, as you say—and I think that almost every man who has had experience in the Departments knows it would—and secure greater economy in the Government service, it seems to me it ought to be done. I wanted your judgment as to whether, in the event of its being done, it would materially improve the efficiency of the service.

Mr. MELINE. It unquestionably would promote the efficiency of the service.

Mr. LIVINGSTON. What is this \$1,800 man doing that is over 70 years of age?

Mr. MELINE. We have now more than one \$1,800 man who is over 70 years of age.

Mr. TAWNEY. The President reports only one, however.

Mr. MELINE. When was that report made?

Mr. TAWNEY. Last month. It is a report by the President in response to a resolution of the House.

Mr. LIVINGSTON. You say you have more than one?

Mr. MELINE. I thought so. I thought we had two at least or three. No; now I remember. One of those has been reduced, but not on that account. There was a change in the office when the new Treasurer came in.

Mr. LIVINGSTON. What is the other \$1,800 man doing?

Mr. MELINE. One of these men is in what we call the "loan" division, and he has to do with the interest checks—interest checks that are paid.

Mr. LIVINGSTON. Does he make calculations?

Mr. MELINE. Yes; he makes calculations and examines the papers and checks. He is one of the check examiners. He is very faithful.

Mr. LIVINGSTON. And makes a good day's work?

Mr. MELINE. Yes. He has his regular sick spells, but he always covers them by his certificates. He does not impose upon us at all. The other man is in what is called the "national-bank" division, which has to do with the office that holds the bonds that have to do with the national-bank circulation. He has to do with the papers as they go out. He is perfectly competent.

Mr. TAWNEY. Now, when these people, by reason of age and physical disabilities, are not able to be there to discharge their duties, does their work cease at all until their return, or do you detail somebody else to do that work?

Mr. MELINE. In our office the work has to be executed and carried out and completed every day.

Mr. TAWNEY. Then do you take a clerk of lower grade and designate him to do the work of somebody who is absent?

#### ADDITIONAL SEPARATORS (AGAIN).

Mr. MELINE. We double up the work, if necessary. As I was saying with regard to the separators, very often the separators have got to do extra work. Instead of their regular share of work, which is 8,000 notes, they have to do often 9,000, because of the absence of separators.

Mr. LITTAUER. What do you mean by their share? Is that a regular stint that has to be done each day?

Mr. MELINE. Yes. The calculation is that a good day's work is 8,000 notes to a separator.

Mr. TAWNEY. Is that the capacity?

Mr. MELINE. Of the machine?

Mr. TAWNEY. Yes.

Mr. MELINE. It can go on forever.

Mr. TAWNEY. I understand that; but you start the machine at 9 o'clock and quit at 4, and you turn out 8,000 sheets, the ordinary capacity of the machine?

Mr. MELINE. Yes.

Mr. LITTAUER. How do you get out 9,000?

Mr. MELINE. We have to push them up and work a little longer. We do not let any stay over unseparated. You see, the thing we have to contend with in our office, too, is the absentees. Now, you

would be astonished when I tell you that there is rarely a day when out of our force of 513 clerks we do not have, from some cause or other, from 15 to 25 people absent. I went down this morning in the issue division, where the machines are that we are talking about, and I asked the chief how he would be off for help to-day. He said: "I can run all my separators (17), but I have not a spare sealer. I have 17 away."

Mr. TAWNEY. What are the wages of these people that are absent the most?

Mr. MELINE. The old people as a rule attend better than the younger.

#### SUPERANNUATED EMPLOYEES.

Mr. TAWNEY. Have you any that are disqualified by reason of physical disability for the performance of their duties at all?

Mr. MELINE. I think the treasurer reported one this year; and that was one of our messengers, who is somewhat disqualified on account of physical disability.

Mr. TAWNEY. The most of your clerks are in the west end of the Treasury Department, are they not?

Mr. MELINE. We are on the north side, facing Pennsylvania avenue, near the fountain entrance. The redemption division and the issue division are in the basement. We always have more sickness in those two divisions, comparatively, than with the rest of the force. We consider that being partly underground has a good deal to do with the colds and coughs and aches and pains.

Mr. TAWNEY. I want to ask you a question. I observed during this winter the clerks going into one of the entrances of the Treasury Department, and a great many of them were purchasing newspapers: and, upon inquiry the other morning of the young man who was selling the papers, I learned that he averages about 450 papers sold to clerks on entering the building, going to the discharge of their duties every morning. Do they spend their time, or any part of their time, reading these newspapers during office hours?

Mr. MELINE. It is not known to us. During the lunch hour, of course, they are privileged to read the newspapers, or before their work begins in the morning—before 9 o'clock; but we rarely have time for that sort of business.

Mr. TAWNEY. I do not know where these clerks are employed, but I noticed it, just as a matter of curiosity, as I walked by the other morning.

Mr. MELINE. It is very rarely you will see the clerks during the hours of labor consuming time by reading newspapers or books. Sometimes a clerk may have a book. He may be studying while waiting for some change of work, but I very rarely see them use it.

Mr. TAWNEY. Are any of your clerks attending law schools or night schools here?

Mr. MELINE. Yes; and we are losing the best of them. They are going out.

Mr. TAWNEY. Do they put in any of their hours of labor with their books?

Mr. MELINE. No; but just as I say, when they are waiting for a change of work you might see a man reading a law book, or a book

treating of some disease or medicine. We are careful about that, and we call them down very quickly when we see it. In the Treasurer's office there is little of that done. We absolutely have not time, Mr. Tawney. We have to keep our work up.

EXPERT COUNTERS AT \$900 AND OVER.

I wish you could manage to give us that change of title, Mr. Chairman. We do not want to be unreasonable.

Mr. TAWNEY. As I understand, it is not a change of title. You already have expert counters now.

Mr. LITTAUER. They are not expert at \$900.

Mr. TAWNEY. You want to change the classification?

Mr. MELINE. We call it a change of title. Now, we did ask for an agency, what we call the "National bank division." All the expenses are reimbursable by the national banks. We asked for expert counters as high as \$1,000, but the appropriation for the urgent deficiency made it \$800 and \$900, as you will remember. That, of course, will cover the present fiscal year. But can you not give us that change for the agency for the year 1907?

Mr. LITTAUER. Your particular object is in order to pay some of these counters higher rates than they have so far been able to acquire?

Mr. MELINE. Yes, sir.

Mr. LITTAUER. Do you not feel that the wages paid them are fair compensation for the character of work done?

Mr. MELINE. In some cases, yes; and in some, no. We have some very valuable people there who earn every dollar they get, and ought to be encouraged once in a while. You see the handling of that worn-out paper is very hard and exacting work, and if we had a chance to stimulate the indifference of some of these people by giving them a chance for promotion it would help us wonderfully. I would like to have that done very much, if you can do it consistently. Of course I do not want to be unreasonable.

Mr. BRICK. I asked a question a while ago, and I do not think I got a definite answer. The question was, will it help you? I asked you about the increase of efficiency.

Mr. MELINE. Were you not then referring to the separators?

Mr. BRICK. No; the counters.

Mr. MELINE. I mean this, that if a woman knows she can not go beyond \$800, or the \$800 class, she reaches a certain standard, and she generally stays there; but if she knows that by extra good work and by putting out more work and better work she has a chance of being promoted, it increases the efficiency of the office.

Mr. LITTAUER. When she is promoted to that higher grade she is stationary?

Mr. MELINE. Then she is stationary.

Mr. BRICK. That is why I asked the question whether indirectly it would tend to increase your efficiency.

Mr. MELINE. Undoubtedly.

Mr. TAWNEY. You spoke a moment ago about having a fixed day's work. I am informed that the practice generally prevails throughout the Department, or in some of the Departments, at least, of having a standard, an amount of work to be done within eight hours, or

within the working hours of a day, and that clerks who are ambitious and industrious at the beginning and do more than that are sometimes called down by their chief and informed that they are not to fix a higher standard than that which was prevailing at the time they entered the service. Do you know of anything of that kind in your Department?

Mr. MELINE. No, sir; not in our office. I can convince you of that here by a statement of the condition in our office last week, when we were so pressed by the pouring in of this money for redemption during the last few months, when we received uncounted \$10,000,000 a day, week in and week out, for redemption in our redemption vaults. We tried our utmost to press the counters to the best work they could do. The average number of notes handled has been about 650,000 pieces. On February 6 we came within \$2,000,000 of reaching the limit of our vault. That we held over and were unable to handle it the day they came in; and on February 6 the number of pieces handled was 1,025,000. Now, the clerks, of their own accord, told the chief of that division that when they got down anywhere to a million notes they would close it out that day, and they kept their word. We had before, I might say, passed more than 650,000 pieces.

All through the month of January it was very rare that we did not make more than 800,000 pieces, increasing our work greatly day after day. Of course, when I speak now of a comparison of pieces, we had in that month of January 78 counters, and we handled in that month of January 18,091,334 pieces, or an average handling by each counter of 8,882 notes a day. You take the year 1904, and the average counter's average was 8,623. For the year 1905, during the corresponding month, the average was 8,534. So you will see there a gradual increase from 8,534 to 8,882. We are rather inclined to pat a fellow on the back who does a little extra work, rather than tell him if he does it we will put him into trouble.

Mr. TAWNEY. I will say that this information that comes to me in regard to this practice is in another Department entirely from the Treasury Department.

Mr. MELINE. You can easily understand, Mr. Tawney, that our work being with the busy public, the banking community generally, we have to use pretty stringent efforts to get the work completed. A bank that sends us in the neighborhood of half a million dollars can not afford to allow its money to remain out until we get willing to work. There would be a hullabaloo raised about that if such a thing existed.

---

TREASURY DEPARTMENT, OFFICE OF THE TREASURER,  
Washington, D. C., February 13, 1906.

Hon. LEONIDAS F. LIVINGSTON,  
*Committee on Appropriations, House of Representatives.*

SIR: In reply to your oral inquiry of the 12th instant, relative to the total amount of silver certificates issued and redeemed, and the cost attending the same, you are advised that the total amount issued and redeemed and the cost thereof is shown in the table which follows.

*Silver certificates issued to February 1, 1906, and cost thereof.*

Denomination.	Amount issued.	Number of pieces.	Cost per 1,000 pieces.	Total cost.
\$1	\$660,068,000	660,068,000		
\$2	346,848,000	173,424,000		
\$5	1,372,600,000	274,600,000		
\$10	574,514,000	57,514,000		
\$20	290,866,000	14,543,300		
\$50	69,450,000	1,389,000		
\$100	81,540,000	815,400		
\$500	16,650,000	33,300		
\$1,000	32,490,000	32,490		
Total	8,414,946,000	1,182,276,890	\$14.39	\$17,012,964.45

*Silver certificates redeemed to February 1, 1906, and cost thereof.*

Denomination.	Amount redeemed.	Number of pieces.	Cost per 1,000 pieces.	Total cost.
\$1	\$566,679,844	566,679,844		
\$2	298,644,080	149,322,015		
\$5	1,080,787,517	216,147,504		
\$10	554,986,619	55,498,562		
\$20	279,858,020	13,992,901		
\$50	66,664,990	1,333,298		
\$100	80,417,580	804,176		
\$500	16,609,500	33,219		
\$1,000	32,423,000	32,423		
Total	2,977,020,000	1,008,843,942	\$2.615	\$2,625,051.91

## RECAPITULATION.

	Amount.	Pieces.	Total cost.
Issued	\$8,444,946,000	1,182,276,890	\$17,012,964.45
Redeemed	2,977,020,000	1,008,843,942	2,625,051.91
Aggregate	6,421,966,000	2,186,120,892	19,638,016.36

In calculating the cost of issue and redemption, the average cost per 1,000 pieces, based upon the experience for the fiscal year 1903, is taken for the whole period.

The average expense of issue and redemption of each note is \$0.017005.

Respectfully,

J. F. MELINE,  
Assistant Treasurer United States.

TUESDAY, February, 13, 1906.

## OFFICE OF THE REGISTER OF THE TREASURY.

## STATEMENT OF MR. CYRUS F. ADAMS, ASSISTANT REGISTER OF THE TREASURY.

Mr. LITTAUER. Mr. Register, you ask for chiefs of division, two, at an increase of \$250 each.

Mr. ADAMS. Yes. I have a statement here prepared in writing. Shall I read it on that?

Mr. LITTAUER. Referring to their work?

Mr. ADAMS. Yes, sir; referring to their work.

Mr. LITTAUER. You might leave it, so that we can print it. Does it also refer to the necessity of a custodian of the vault?

Mr. ADAMS. Yes, sir.

Mr. LITTAUER. And you diminish the clerks of Class 3 and add them up here? Make your statement orally or read it, just as you please.

Mr. ADAMS (reads):

"The work of the chief of division has more than doubled since the issue of the Spanish war loan. No chief of division before the present one ever had so much actual labor to perform, to say nothing of the increased responsibilities. Since 1898 many of the large banking houses have their agents in Washington, who come in person to the office to make transfers.

"The work of this division is all current. There are never any 'left-overs.' All desks are cleared at the close of the day, and everything is ready for a clear start the next morning. This is only accomplished by extra labor, extra astuteness, and extra zeal on the part of the employees of the division.

"We are now handling three Philippine loans, in addition to our legitimate work in United States loans. The middle of this month we will have an additional Philippine issue to look after, and in the future, more or less near, will have the Panama Canal bonds to look after. We only have eighteen people, all told (messengers and chief of division included), to handle the entire bonded debt of the United States, District of Columbia, Philippine Islands, and Panama.

"The office has been brought up to such a degree of efficiency that the dealers in securities now buy and sell with the understanding that returns will be made to them the same day the securities are received at this office for transfer. It was not always so, and has been brought about during the incumbency of the present Register. I do not think that there is another office in the Department where matters are handled with such dispatch.

"One hundred dollars increase has been asked for two clerks of class four, respectively, for the reason that one, as custodian of the vault, performs extra duties of a laborious and responsible nature in addition to keeping up the regular work of his grade. This office is the only one in the Department where extra compensation is not paid to vault custodians, and as this clerk handles millions of dollars of securities in a year and is responsible for their safe-keeping, while also performing the labor of an \$1,800 clerk, it would indeed seem that he was entitled to extra compensation.

"The bookkeepers of the Department are paid salaries in excess of those received by the bookkeepers of this office. The principal book-keeper of this Bureau looks after nearly 100 large ledgers and supervises the work of the clerks having charge of the books of the various loans. His work as an \$1,800 clerk is looked after with diligence and intelligence, and there is no question but that he is underpaid.

"Cost of living is almost double what it was when the present salaries of this office were fixed, and aside from that there is no reason why discrimination should be made against this Bureau in the matter of salaries. Bookkeepers in other divisions who have not half the responsibility, and whose labors are not more arduous receive \$2,000 to \$2,500 per annum. Extra labor, etc., is worthy of extra compensation, and an advance of \$100 in each of the two cases referred to is

but a small reward of merit for two faithful, alert, intelligent, conscientious, and able employees, who are worth to the Department twice the salary they receive.

"The note, coupon, and currency division consists of one chief of division, forty-three clerks, one assistant messenger, and four laborers.

"The duties of the chief of the division are, in brief, as follows:

"Has general supervision of the work of the division; immediate charge and direction of the counting, arranging, registering, examining, and filing of redeemed detached coupons; replies to all letters of inquiry regarding coupon bonds, coupons, interest checks, and other redeemed securities, etc.; makes monthly, quarterly, and annual reports; keeps work and time record of the clerks, and enforces order, decorum, and discipline."

#### COMPTROLLER OF THE CURRENCY.

Chief clerk .....	\$2,500
Three chiefs of division .....	2,200
Superintendent .....	2,200

#### TREASURER OF THE UNITED STATES.

Cashier .....	\$3,600
Assistant cashier .....	3,000
Chief clerk .....	2,500
Seven chiefs of division .....	2,500
Assistant chief of division .....	2,250
Vault clerk .....	2,500
Bookkeeper .....	2,500
Assistant bookkeeper .....	2,100
Two tellers .....	2,500
Two assistant tellers .....	2,250

#### INTERNAL REVENUE.

Two chiefs of division .....	\$2,500
Chemist .....	2,500
Six chiefs of division .....	2,250

**Mr. LITTAUER.** You ask for increases of salary only? They are all commented on in that paper?

**Mr. ADAMS.** Yes.

**Mr. LITTAUER.** You ask for no increase of force?

**Mr. ADAMS.** No, sir.

**Mr. LITTAUER.** Is it not possible for you to reduce your force in numbers?

**Mr. ADAMS.** I do not think so. The work is increasing all the time.

**Mr. LITTAUER.** Have you ample work for all this force?

**Mr. ADAMS.** Yes.

**Mr. LITTAUER.** Are they an efficient force?

**Mr. ADAMS.** Yes; they are efficient.

**Mr. LITTAUER.** Have you a lot of old people among them who do not turn out the work given to them properly?

**Mr. ADAMS.** I do not think so. The chief bookkeeper is a very old man. He is in the note, coupon, and currency division, but he does his work as well as a young man. He is a fine penman, and keeps up with the requirements. I do not think a man of 35 or 40 could do better.

TUESDAY, February 13, 1906.

OFFICE OF THE COMPTROLLER OF THE CURRENCY.

STATEMENT OF MR. WILLIAM B. RIDGELY, COMPTROLLER OF THE CURRENCY.

Mr. LITTAUER. Your items are on page 85, Mr. Ridgely, and you first submit an increase in the salary of your three chiefs of division?

Mr. RIDGELY. Yes.

Mr. LITTAUER. What are the reasons therefor?

Mr. RIDGELY. The reason therefor is given in this letter; in the greatly increased amount of work we are handling there—the work they have to do.

Mr. LITTAUER. Does the increased work fall in large part on the chiefs of division?

Mr. RIDGELY. Considerably, but not entirely, of course.

Mr. TAWNEY. The uniform salaries paid to chiefs of division in the Departments are how much?

Mr. COURTS. Two thousand dollars and \$2,500.

Mr. RIDGELY. Is it a uniform rate of salary?

Mr. TAWNEY. I think the great majority of them receive only \$2,000.

Mr. RIDGELY. I think they are pretty irregular, Mr. Tawney.

Mr. LITTAUER. Do these men perform other than clerical work, work that requires judgment?

Mr. RIDGELY. Yes; it requires judgment and control of the force under their jurisdiction, and to maintain discipline, and that sort of thing.

EXPENSES OF NATIONAL CURRENCY, REIMBURSABLE.

Mr. LITTAUER. Now, under the expenses of the national currency, to be reimbursed by the national banks, you submit a number of increased salaries. They are mainly increases of salary, are they not?

Mr. RIDGELY? Yes; on the reimbursable roll it is the same as with chiefs of division, the superintendent, and teller. The superintendent is the same as the chief of a division. That happens to be the statutory title instead of chief of division.

Mr. LITTAUER. Then you ask for \$400 more for the bookkeeper, \$200 more for the teller, and \$200 more for the assistant bookkeeper. What is the general warrant for doubling this total amount of expenses chargeable to the banks?

Mr. RIDGELY. That is to correct a thing that has been going on there, I am told, since 1875. It is hard to draw an exact hard and fast line as to exactly which work a man does.

Mr. LITTAUER. Have you been doing work, then, for the national banks which you believe was properly chargeable to them but which they did not pay for?

Mr. RIDGELY. No; I think it has been rather the other way. The banks have been charged for more than they ought to have paid. No; I am wrong about that. It is just the other way. We figure about 81 cents a thousand when it ought to have been 87 or 88 cents. There

are a lot of people on the regular roll that are employed in the redemption division.

Mr. LITTAUER. If you are seeking here to correct this inequality or difference that has arisen in course of time, you increase the force here reimbursable by the national banks but do not decrease the force not reimbursable?

Mr. RIDGELY. Yes; I do.

Mr. LITTAUER. Where do you decrease the force that these men are working under?

Mr. LIVINGSTON. These people do both kinds of work, for the Government and for the banks?

Mr. RIDGELY. Yes; sometimes they work on one and sometimes on another. If we get crowded in any department we transfer them for a few days to help out. We can not draw an absolutely hard-and-fast line there.

Mr. LITTAUER. So far as I can see, you ask for an increase of force here of 16 people—

Mr. RIDGELY. Yes, altogether—

Mr. LITTAUER. Reimbursable by the national banks. Are that number of individuals now at work in your bureau?

Mr. RIDGELY. No; that 16 is an increase of the whole number.

Mr. LITTAUER. An increase of force?

Mr. RIDGELY. Yes; one assistant messenger, two clerks—

Mr. LITTAUER. If this work has been going on, in part paid by the Government which ought to be charged to the national banks, when you increase the force to be charged to the national banks why do you not decrease the other force?

Mr. RIDGELY. We need that increase altogether. We need an increase of 16 in our force.

Mr. LIVINGSTON. Just explain why you need 16. For the redemption division in part or whole?

Mr. RIDGELY. Part for the redemption division and part for the other.

Mr. LIVINGSTON. Mr. Littauer does not understand why you increase for the redemption division and do not decrease for the other.

Mr. RIDGELY. I do decrease for the other. They are now carried on the other roll.

Mr. TAWNEY. Mr. Ridgely, is it not a fact that part of this force reimbursable by the national banks is detailed to the office of the Secretary?

Mr. RIDGELY. Yes; I think I have seven details there.

Mr. TAWNEY. That the national banks are paying for?

Mr. RIDGELY. No; I think three that the national banks are paying for, Mr. Tawney.

Mr. TAWNEY. Why is that?

Mr. RIDGELY. They have been detailed over there from the Bureau of Engraving and Printing. I have it here. Yes; three details in the redemption division are detailed from the Bureau of Engraving and Printing.

Mr. TAWNEY. On what theory are clerks paid for by private institutions detailed to do governmental work.

Mr. RIDGELY. I do not know. I am not responsible for the theory of it, Mr. Tawney.

Mr. TAWNEY. What justification is there for a practice of that kind?

Mr. RIDGELY. It is not private work.

Mr. TAWNEY. The work they are detailed to do is not work relating to the national-bank currency?

Mr. RIDGELY. Yes; that is just what it is. It is counting currency—

Mr. TAWNEY. Is it work that the law provides that the Government shall be reimbursed for doing?

Mr. LIVINGSTON. You began to say that it was work that the national-bank funds would cover. Explain that.

Mr. RIDGELY. It is a work of sorting and counting the national-bank notes which we redeem.

Mr. TAWNEY. Is that work under the law to be paid for by the banks to which these clerks are detailed to-day?

Mr. RIDGELY. Every year that work is apportioned at a certain rate by the Secretary of the Treasury. He figures it out and ascertains what work they will pay for.

Mr. LITTAUER. How does he determine it?

Mr. RIDGELY. I never have seen those figures, and do not know how it is done.

Mr. LIVINGSTON. Is not the counting of the money all under the Secretary of the Treasury? It is not under you—you do no counting?

Mr. RIDGELY. Oh, yes; we do a great deal of counting. He sends it to us sorted in bundles, and we verify it. It is counted in both offices.

Mr. LIVINGSTON. The banks should pay, then?

Mr. RIDGELY. They do pay.

Mr. LITTAUER. You can not tell us the methods by which the proportion which the banks should pay is arrived at?

Mr. KEEF. It is apportioned between the banks on the basis of their redemptions—so much a thousand dollars.

Mr. LITTAUER. On what basis of compensation are the clerks detailed to your office—

Mr. TAWNEY. Detailed from his office—

Mr. RIDGELY. No; to my office.

Mr. TAWNEY. I understood you to say there were so many clerks detailed from your office to the Secretary's office.

Mr. RIDGELY. Oh, no; just the other way, Mr. Tawney.

Mr. TAWNEY. Detailed from the office of the Secretary to your office?

Mr. RIDGELY. They are detailed to my office. I believe they all come from the Bureau of Engraving and Printing.

Mr. TAWNEY. You misunderstood my question, because you answered the other way.

Mr. LITTAUER. Can you give the rates of compensation?

Mr. RIDGELY. I think they are all \$900. I have not looked that up or made a particular memorandum of it. Yes; I have them listed here. They are all \$720.

Mr. LITTAUER. Then seven now receive \$720?

Mr. RIDGELY. The four that are in the redemption division.

Mr. LITTAUER. And yet your recommendation is largely for clerks—two of class 4, two of class 3, and two of class 2, and nine of class 1—who would receive \$1,200.

Mr. RIDGELY. That is just the class those people are in on the particular roll, who now work in the redemption division.

Mr. LITTAUER. In addition to the force provided by this law here, you have four clerks working in the redemption division under detail?

Mr. RIDGELY. Yes.

Mr. LITTAUER. And those four clerks receive \$720 a year as their pay?

Mr. RIDGELY. Yes.

Mr. LITTAUER. Now, your recommendation to us is to increase this force by sixteen, and for two clerks each of classes 4, 3, and 2, and seven additional clerks of class 1, and two clerks at \$1,000, and one assistant messenger, so that you would be increasing your force and taking materially higher compensation than those now working there by detail receive?

Mr. RIDGELY. I think those are to be put on the reimbursable roll who have been on the regular roll.

Mr. LITTAUER. There is no deduction made from the regular roll. Do you think the work of the regular roll is very great—that you still need the regular force?

Mr. RIDGELY. We think we need sixteen more people than we have there.

Mr. LITTAUER. What is the total force now employed, both on the regular and reimbursable rolls—the total number? I see you have a total force employed now of 104, and you desire to increase that to 120?

Mr. RIDGELY. Yes.

Mr. LIVINGSTON. Does that increase go out?

Mr. RIDGELY. I would like to give you some figures there, gentlemen, as to the way that amount of work has increased. In 1899 we redeemed and destroyed \$75,000,000 of notes. In the year 1905 that had increased to \$205,000,000 of notes. That is 173½ per cent.

Mr. LITTAUER. You say the counting of those funds for redemption. What other work is there in connection with their destruction and redemption?

Mr. RIDGELY. There is not only the counting, but the accounting between the different banks as to whose they are. Some of the banks now have three different charters out. We have to apportion them as between the different issues.

Mr. TAWNEY. You say the work of national-bank redemption has greatly increased, and you ask for an increased force to meet that increase. Now, how is the work in your general office?

Mr. RIDGELY. Let me give you the rest of these figures, Mr. Littauer. In the issue division in 1899 we received from the Bureau of Engraving and Printing \$68,665,000 in currency. In 1905 we received \$295,000,000 in currency, an increase of 330 per cent. In 1899 we shipped to the banks currency to the amount of \$64,000,000, and in 1905 to the amount of \$282,000,000, an increase of 340 per cent. The daily average amount of currency shipped in 1899 was \$212,000. The average in 1905 was \$931,000. We are shipping now pretty nearly a million dollars a day. That is an increase of 337 per cent.

Mr. LITTAUER. Is your force able to keep that work up currently?

Mr. RIDGELY. It is with extreme difficulty, and helped out by these details that we do it.

Mr. LITTAUER. Does your force ever have to work overtime?

Mr. RIDGELY. Some of them do. That is more apt to be the case with the chiefs of division than the clerks.

Mr. LIVINGSTON. May I ask you if the necessity for this increase of sixteen grows out of the increased demand for redemption by the banks?

Mr. RIDGELY. There is not a demand for redemption by the banks, but it comes in naturally, mainly from New York. One-half of the amount sent to us for redemption comes from New York.

Mr. LIVINGSTON. Throw out the word "demand." Is it redemptions?

Mr. RIDGELY. Yes; it is due to the fact that when I went into the office four years ago there were about 3,500 banks, whereas now there are almost 6,000. There are 2,500 more banks now than then. That makes more work to handle.

The monthly cancellations that we made then were 12 on the average. Since that time it is 40. In the reports division, for instance, there were 3,600 reports received and examined in 1900, while in 1905 that had increased to 12,000. That was an increase of 338 per cent. That is due not only to the fact that there has been a great increase in the number of banks, but just for the last few years a great many of the original banks had their charters expire, and we have to make special examinations for the extensions of charters, and that makes much work on the reports division.

Mr. TAWNEY. Much of this increase, then, Mr. Ridgely, is due to the law which authorizes the organization of national banks on a smaller capital than formerly?

Mr. RIDGELY. It is pretty hard to divide it that way. I never figure it that way, but a great deal is due to that.

Mr. TAWNEY. Due to the fact that you increase the number of national banks which must be examined?

Mr. RIDGELY. No one can say how much of the increase of national banks since the act of 1900 is due to the fact that we let in smaller sized banks and how much is due to the growth of the country.

Mr. TAWNEY. I said much of it was due, perhaps, to the increased number of banks organized?

Mr. RIDGELY. Yes; it is very largely due to the increased number of banks, and a good deal of that increase was due to the fact that the minimum capital required was reduced from \$50,000 to \$25,000.

#### EMPLOYEES 70 YEARS OLD AND OVER.

Mr. TAWNEY. Now, in regard to the personnel of your force, is your force an efficient force?

Mr. RIDGELY. Generally, I think it is quite efficient.

Mr. TAWNEY. I see you have nine employees who are 70 years of age and over—one receiving \$2,500, one at \$2,000, two receiving \$1,800, one female at \$1,400, one male at \$1,400, one female at \$1,200, one female at \$1,000, and one male at \$840. What is the character of the work the clerk is performing who receives \$2,500?

Mr. RIDGELY. He is the chief clerk of the Bureau.

Mr. TAWNEY. How long has he been in the service, do you know?

Mr. RIDGELY. A great many years, thirty or forty years. I do not know exactly.

Mr. TAWNEY. How much over 70 years is he?

Mr. RIDGELY. He is 74. He is a very efficient man, Mr. Tawney; he is an unusually accurate, active, and efficient man for his age.

Mr. TAWNEY. What are the duties of the man who is receiving \$2,000 a year?

Mr. RIDGELY. He is the chief bookkeeper.

Mr. TAWNEY. How old is he?

Mr. RIDGELY. Seventy-two.

Mr. TAWNEY. Do you think he is as competent and efficient, and can do as much as a younger man can, a man of middle age?

Mr. RIDGELY. I doubt it.

Mr. LITTAUER. A chief bookkeeper means a chief of division?

Mr. RIDGELY. It is practically chief of the bookkeeping division. He does the bookkeeping for all of the divisions.

Mr. TAWNEY. He is the actual bookkeeper?

Mr. RIDGELY. Yes.

Mr. TAWNEY. You doubt the matter of his efficiency equaling that of a younger man?

Mr. RIDGELY. Very few men are as good at 52 as they are at 42.

Mr. TAWNEY. He is not likely to be reduced until he becomes totally incapacitated?

Mr. LITTAUER. He recommends an increase of salary for him.

Mr. RIDGELY. These two men are unusual men for their age. I was astonished to-day to learn that the bookkeeper was over 70. I would have thought he was somewhere between 60 and 65. The chief clerk I knew was an old man.

Mr. TAWNEY. How old are those who receive \$1,800?

Mr. RIDGELY. One of 71 years of age receives \$1,800. He is a bond clerk.

Mr. TAWNEY. What are his duties?

Mr. RIDGELY. He has charge of the bonds sent in for security on circulation.

Mr. TAWNEY. Does he keep the books of accounts with respect to the bonds?

Mr. RIDGELY. No; he keeps some books which show what he is handling that way, but the actual accounts between the banks are kept by this other man, the chief bookkeeper.

Mr. TAWNEY. Is this man merely the custodian of the bonds, or what does he do?

Mr. RIDGELY. He receives the bonds when they come in there, and counts them over to see that they are right, and we print on each bond an indorsement, "Deposited to the credit of So-and-so." He sends them down to the Treasury and gets the indorsements on them.

Mr. TAWNEY. Is that work of such character as to demand the highest pay given to any clerk of class 4?

Mr. RIDGELY. Yes; his work is very responsible.

Mr. TAWNEY. He is 71 years of age?

Mr. RIDGELY. Yes, 71.

Mr. TAWNEY. What does the other do that receives \$1,800?

Mr. RIDGELY. He does work which is more nearly purely clerical work. He has not as responsible a place as the bond clerk.

Mr. TAWNEY. You have had some experience, considerable experience, in business and in the employment of men. Is he such a man as you would ordinarily employ at that salary in ordinary business?

Mr. RIDGELY. I would not start him in as a new proposition at that salary, but if he was in my employ I would not discharge him on account of age.

Mr. TAWNEY. You might reduce him?

Mr. RIDGELY. I might find that necessary.

Mr. LIVINGSTON. Have you three young men that you are willing to put in those places and put these old ones down into the young men's salaries?

Mr. RIDGELY. I would not like to.

Mr. LIVINGSTON. Are not the old men doing better than the young men could possibly do if you put them up there?

Mr. RIDGELY. These old men are doing the work they are assigned to now very well.

Mr. TAWNEY. Is there in these divisions, or do you know whether there is in these divisions, a standard for the doing of a certain amount of work—a standard for a day's work?

Mr. RIDGELY. No; the work is not so uniform or mechanical that you can count it off that way and give a man a stint to do.

Mr. TAWNEY. I do not say that you do it, or that the head of the Department does it, but is there an understanding among the clerks themselves that none of them is to do more than a certain amount each day?

Mr. RIDGELY. I had a suspicion that there might be something of that kind once, in examining the reports of conditions, and I think I thoroughly upset it by promoting some of the fellows who were doing the most work.

#### EFFICIENCY OF PERSONNEL.

Mr. LIVINGSTON. Has it improved your force by the addition of that thirty minutes at the close of the day?

Mr. RIDGELY. I think it has added to the amount of work we can do; not in proportion, I think, but it has increased our work somewhat.

Mr. TAWNEY. As a matter of fact, the employees have not received that order with favor, and therefore are not disposed to do more than they are obliged to do in the remaining half hour?

Mr. RIDGELY. I would not say that of my force, Mr. Tawney.

Mr. LIVINGSTON. Has it not increased your mistakes? Do not most of the mistakes in your office come in the last thirty minutes?

Mr. RIDGELY. I can not say that. I do not know at what hour of the day they have happened.

Mr. LIVINGSTON. You know whether they have increased or not since the thirty minutes were added?

Mr. RIDGELY. We do not make many mistakes there, but check them up pretty carefully.

#### EXAMINERS IN THE FIELD.

Mr. LITTAUER. How many examiners have you in the field? Is their number determined by law?

Mr. RIDGELY. No, sir; I think there are somewhere between 75 and 85.

Mr. LITTAUER. Have they been increased in the last year?

Mr. RIDGELY. I should say, surely not to a great extent.

Mr. LITTAUER. Is their compensation determined by law?

Mr. RIDGELY. Yes; it is a fixed fee.

#### FAILED BANKS.

Mr. LITTAUER. Now, in connection with the failed banks, you have some sort of force here in Washington that takes care of their affairs, have you not?

Mr. RIDGELY. Yes.

Mr. LITTAUER. How large a force is that which you have?

Mr. RIDGELY. I do not remember the exact number of people there. I think we have somewhere between 8 or 10 and 12.

Mr. LITTAUER. I thought it was a larger number.

Mr. RIDGELY. No; that varies with the amount of work we have to do for the failed banks. If we have dividends to pay I put on a clerk or two, and when that work is through I put them out.

Mr. LITTAUER. Are they civil-service employees or temporary employees?

Mr. RIDGELY. They are temporary employees. They are paid for out of the funds of the banks.

Mr. LITTAUER. All of the examiners are paid for out of the banks?

Mr. RIDGELY. Yes; but in a different way.

Mr. LITTAUER. These clerks in connection with your failed banks are paid out of the funds of the failed banks?

Mr. RIDGELY. Yes.

Mr. LITTAUER. Is there any regulation as to compensation?

Mr. RIDGELY. No.

Mr. LITTAUER. Under what category would they come? Do any of them get as high as \$1,800?

Mr. RIDGELY. I believe not. I believe we have a stenographer that gets \$1,800.

Mr. LITTAUER. A stenographer?

Mr. RIDGELY. He is more than a stenographer. He has been through the law school and has a legal education.

Mr. LITTAUER. How long has he been on?

Mr. RIDGELY. For a year or two; perhaps two or three years. He prepares a good many important letters himself from the correspondence and not from dictation.

Mr. LITTAUER. You have no one particularly in charge of these failed-banks division?

Mr. RIDGELY. Yes; I have a man nominally called the chief of division, although not technically so.

Mr. LITTAUER. Is he a clerk of class 4?

Mr. RIDGELY. No; he is a lawyer. He has a great deal of important work.

Mr. LITTAUER. He is not provided for in this appropriation?

Mr. RIDGELY. No, sir.

Mr. LITTAUER. You call him a permanent employee, do you not? Has he been there as long as you have?

Mr. RIDGELY. No, sir; but there has been somebody there as long as I have. He works sometimes here, and he spends a great deal of his time going to places where the failures have occurred and advising the receivers as to legal points and advising me.

Mr. LITTAUER. What salary does he get?

Mr. RIDGELY. Six thousand five hundred dollars a year.

Mr. LITTAUER. A law clerk at \$6,500 a year?

Mr. RIDGELY. Yes; he is a first-class lawyer.

Mr. LITTAUER. Within whose privilege is this compensation determined upon?

Mr. RIDGELY. His work is done for the different banks which are insolvent, and his compensation is spread over them in accordance with the proportionate work he does for them.

Mr. LITTAUER. Is there any statement in your annual report of the number of employees and their compensation under this head, or how do you report such employments?

Mr. RIDGELY. That is in the Blue Book, I think, Mr. Littauer; under the employees of the insolvent banks.

Mr. LITTAUER. I do not exactly understand what you mean by the Blue Book.

Mr. RIDGELY. Is not that the title of the book—the book that has all the Government employees in it?

Mr. BURLESON. It is the official register of the United States.

Mr. RIDGELY. The colloquial name is "blue book," I did not know that that is the official title.

Mr. LITTAUER. I wish you would send us a tabulation of those that are connected with failed banks, and the salaries received in the last fiscal year.

Mr. RIDGELY. It is in this report. It is given every year.

Mr. LITTAUER. If it is in there, please have a copy sent up, or have a statement made up from it. It will be easy to get it. I want just a statement of the employees in this division—the number employed during the fiscal year, and the amount paid to each one.

Now, have you any remarks you desire to make, Mr. Ridgely?

Mr. RIDGELY. Yes. I would like to make a little change in the estimates that we have reported there, and straighten out this difference between the regular roll and the reimbursable roll. It makes no change in the total amount. I would like to leave this paper here [indicating].

Mr. LITTAUER. Read it to us, so that we can get some appreciation of it. What are the actual changes in the permanent roll from the way you have it?

Mr. RIDGELY. It makes an increase of ten clerks, with the salaries just as I recommended before, \$1,500; an increase in the reimbursable roll of four, and salaries \$500.

Mr. LITTAUER. Do you frame these estimates sent up here? Did you look them over?

Mr. RIDGELY. Yes.

Mr. LITTAUER. You practically recommended to us to add them on to the reimbursable roll, and now you want to change that to the permanent roll, with the exception of four you have detailed there?

Mr. RIDGELY. I want to add ten to the regular roll.

Mr. LITTAUER. All right.

Mr. RIDGELY. This is a tabulated statement. It rearranges every man. It straightens them all out and puts each one on the regular roll, or reimbursable roll, where he is working.

*Revised estimates of appropriations required for the Office of the Comptroller of the Currency for the fiscal year ending June 30, 1907.*

## REGULAR ROLL.

Comptroller of the Currency .....	\$5,000
Deputy Comptroller of the Currency .....	3,500
Chief clerk .....	2,500
Three chiefs of division, \$2,200 each .....	6,600
One bookkeeper .....	2,000
Two clerks, \$2,000 each .....	4,000
Additional to bond clerk .....	200
Six clerks of class 4, \$1,800 each .....	10,800
One stenographer .....	1,800
Twelve clerks of class 3, \$1,600 each .....	19,200
Fourteen clerks of class 2, \$1,400 each .....	19,600
Ten clerks of class 1, \$1,200 each .....	12,000
Eight clerks of class E, \$1,000 each .....	8,000
Fourteen clerks of Class D, \$900 each .....	12,600
One messenger .....	840
Four assistant messengers, \$720 each .....	2,880
Three laborers, \$660 each .....	1,980
	<u>\$113,300</u>

Estimate for increase in regular roll for 1907:

Two clerks, class 4, \$1,800 each .....	3,600
Two clerks, class 3, \$1,600 each .....	3,200
Five clerks, class 1, \$1,200 each .....	6,000
One clerk, class E, \$1,000 .....	1,000
	<u>13,800</u>
	<u>127,100</u>
In salaries—	
Three chiefs of division, \$300 each .....	900
One general bookkeeper .....	400
One assistant bookkeeper .....	200
	<u>1,500</u>
	<u>128,600</u>

## REIMBURSABLE ROLL.

One superintendent .....	\$2,200
One teller .....	2,000
One clerk class 4 .....	1,800
One clerk class 3 .....	1,600
One clerk class 2 .....	1,400
Three clerks, class 1, \$1,200 each .....	3,600
Seven clerks, class E, \$1,000 each .....	7,000
One engineer .....	1,000
Four clerks, class D, \$900 each .....	3,600
One assistant messenger .....	720
One fireman .....	720
	<u>\$25,640</u>

Estimate for increase in reimbursable roll for 1907:

Two clerks class E, \$1,000 each .....	2,000
Three clerks class D, \$900 each .....	2,700
One assistant messenger .....	720
	<u>5,420</u>
	<u>31,060</u>

In salaries—

One superintendent .....	300
One teller .....	200
	<u>500</u>
	<u>31,560</u>

Mr. LITTAUER. Now, just one moment. As to this first item I meet with, three chiefs of division, your revised estimates are \$2,200 for each. Your former estimates were \$2,500. You withdraw that recommendation?

Mr. RIDGELY. I do not think it was \$2,500, Mr. Littauer.

Mr. LITTAUER. Your previous recommendation or estimate was \$2,500.

Mr. RIDGELY. That is only due to the increase.

Mr. LITTAUER. I see. I see that from this note down here at the bottom, where you add on to the increases.

TREASURY DEPARTMENT,  
OFFICE OF COMPTROLLER OF THE CURRENCY,  
*Washington, February 14, 1906.*

Hon. LUCIUS N. LITTAUER,  
*House of Representatives, Washington, D. C.*

SIR: As requested yesterday in the hearing before your subcommittee, I inclose herewith a list of the employees now at work on the insolvent-bank work in this office. You will note that there are now seven persons employed.

This number varies somewhat in accordance with the work we have, people being put on temporarily when there is work to do and laid off when there is not. The maximum number we have had employed at any one time during the past year is eight. These additions are invariably of the cheaper clerks. The attorney and more important clerks are practically employed permanently.

The attorney, when he is in the city, conducts the correspondence relating to insolvent bank matters; advises the Comptroller and the various receivers as to the legal questions as they come up. Very frequently he goes to the different trusts and advises the receivers and takes part in their legal matters. Mr. F. F. Oldham, the man now employed, is an excellent lawyer, with great experience in just this class of questions. His employment in this way constantly saves the employment of high-priced attorneys in special matters. This arrangement is much more efficient and very much more economical than hiring attorneys for each special case, as would be necessary if he were not employed.

One of the \$1,800 clerks is an expert bookkeeper, with particular experience with our system of insolvent bank accounts. Upon the failure of any important bank he is generally sent to the bank to open the accounts, and his experience makes him very useful during the first few busy and confusing days of a receivership. He is also frequently used as temporary receiver of banks when the right man does not seem to be locally available. When away from this office, either opening new books or acting in any similar capacity, he is paid from the funds of the bank for which he does the work. While at work in this office, like that of other employees, his salary is paid from the various receiverships in the proportion for which the work is done.

Respectfully,

Wm. B. RIDGELY, Comptroller.  
Per S. L. NEWNHAM, Private Secretary.

TREASURY DEPARTMENT,  
OFFICE OF COMPTROLLER OF THE CURRENCY,  
*Washington, February 14, 1906.*

Hon. JULIUS N. LITTAUER,  
*House of Representatives, Washington, D. C.*

SIR: In addition to the employees on the insolvent work of this office, covered by your question to me, I beg leave to advise you that there is, in addition to this, in the city of Washington, but not in the Treasury building, an office for the administration of the inactive receiverships. This work is in charge of one man, who is receiver of 27 banks at present. For this he is allowed a salary of \$5,000 a year, dis-

tributed over the different banks in his charge in proportion to the assets or the amount of work done. In his office he has the following employees:

One clerk .....	\$900
One clerk .....	900
One clerk .....	720
One clerk .....	600
	3,120

This system, which was established some time before I came into this Office, I consider very efficient and particularly economical, as, if the receiverships are not handled in this way, it will be necessary to have some one looking after each one of these insolvent cases, and the aggregate salaries would be many times that allowed the general receiver and the few clerks in his employ.

Respectfully,

W.M. B. RIDGELEY,  
*Comptroller,*  
Per S. L. NEWNHAM,  
*Private Secretary.*

*List of employees on insolvent bank roll.*

1 attorney .....	\$6,500
1 clerk .....	1,800
1 stenographer .....	1,800
1 clerk .....	1,400
1 clerk .....	900
1 clerk .....	720
1 clerk .....	660
Total.....	13,780

FRIDAY, February 9, 1906.

COLLECTING INTERNAL REVENUE.

**STATEMENT OF HON. J. W. YERKES, COMMISSIONER INTERNAL REVENUE.**

Mr. LITTAUER. On page 102 of the bill you have added certain language.

Mr. YERKES. Will you allow me to interrupt you? I did not do that. I most vigorously protested when your clerk was kind enough to call my attention to it. I want it exactly in the language of the last appropriation. So far as the language is concerned, I have prepared it "For salaries and expenses of collectors of internal revenue, and deputy collectors and surveyors and clerks, and transportation of public funds, and other expenses, \$2,000,000."

Mr. LITTAUER. You submitted these estimates to the head of your Department. How does it come that these changes are made?

Mr. YERKES. It is the error partly of the clerk in my Bureau and the clerk in the Secretary's office. When I ascertained the condition I made a few remarks and immediately went over to Mr. Kepp with my letter showing exactly what I wanted, but one of the clerks in my Bureau who had had a few words said to him had brought over this old stuff and it had been used instead of what I had sent over. They failed to follow what I wrote and followed what the clerk offered.

Mr. LITTAUER. The salaries and expenses provided for by this item of \$2,000,000 are determined by law?

Mr. YERKES. Yes, sir. I have here a statement of exactly what that appropriation is used for, every dollar of it, if you want me to read it. The great bulk is used in paying the salaries of deputy collectors, \$1,273,337.20.

Mr. TAWNEY: Are the salaries fixed by law?

Mr. YERKES. They are not fixed by law, but by the Bureau. I am allowed under the law to fix the salaries of the deputy collectors.

Mr. TAWNEY. When were those salaries first fixed by the Bureau?

Mr. YERKES. They have always been fixed that way. If the duties of a man increase or the duties of a deputy collector become more onerous or difficult we may start him at a thousand dollars, and if he proves thoroughly competent in three or four years the collector may give him a raise to \$1,200.

Mr. BURLESON. What is the maximum salary?

Mr. YERKES. Two thousand dollars in the collector's office, and that is paid to what we term the chief clerk of the collector's office. Here is the chief clerk in the Peoria collector's office, who collects \$35,000,000 a year, and yet that is the highest salary we can pay him under the appropriation we have.

Mr. BURLESON. Are they giving efficient service?

Mr. YERKES. Fairly so; yes, sir. I would like to make a brief statement to the committee. As I stated to you, the salaries of the collectors are \$278,164.52; the salaries of deputy collectors are \$1,273,337.20; expenses of deputy collectors (we have to pay their traveling expenses) are \$222,229.23; salaries of clerks in the collectors' offices, fixed by law, \$138,838.63; rent of collectors' offices, \$28,236.02. The largest part goes to New York City, \$14,000. Rent of telephones, \$8,074.95. I have given orders to cut down that expense and where they have two telephone systems in towns or cities to cut one out and select the one that will be most valuable. Registered packages and letters, on which we have to pay the postage, \$1,948.50; freight, blanks, telegrams, and miscellaneous expenses paid from collectors' offices, etc., \$16,431.93.

What I want to call your attention to is that this present year I am laboring under two difficulties, first, humiliation; and second, personal knowledge. I know that this Bureau is not being effectively operated through the collectors' offices on account of the failure of necessary money to do it with. I am writing collectors every day refusing to have their typewriters repaired, refusing to furnish them with soap and towels, and cutting down the telephone expenses and everything of that kind in this appropriation. I am refusing every day additional officials that ought to be appointed in these offices on account of the increased work of the Bureau. Let me call your attention to some figures. I went back just ten years. I find that in 1896 we collected \$146,830,615 and that Congress appropriated for this Bureau \$4,565,533.74, which was used. Now take this year; the collections will reach over \$242,000,000. We already have \$242,000,000, \$9,000,000 in excess of the amount collected last year and nearly \$100,000,000 more collected this year than ten years before. What is the difference in appropriations? One hundred and twenty-four thousand dollars.

Mr. LITTAUER. Have you reduced it to the per cent?

Mr. YERKES. No, sir; but I will tell you that we just can not do this work, collecting \$100,000,000 additional revenue, without additional service.

Mr. LITTAUER. Why do you not estimate for a larger sum?

Mr. YERKES. I have made an estimate of \$2,000,000, but I want you to give me \$150,000 more.

Mr. LITTAUER. Has the Secretary of the Treasury passed upon this estimate?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. And reduced it \$150,000?

Mr. YERKES. They used this other information that went over. I wanted them to use my estimates, but they used the paper sent over by the chief of the Bureau of Accounts. Take this year: We will be about \$10,000,000 ahead of last year in collections. They are already over \$9,000,000 more. For instance, take the stamps that we issue, and I speak of that because I understand that there has been some question about the expenses of the Bureau of Engraving and Printing. In the last two years the number of stamps issued by our Bureau has amounted to 99 per cent of the two hundred and forty-odd million dollars we get from the sale of stamps. We sell stamps that are affixed to beer, whisky, oleomargarine, etc., and in the last two years the sale of these stamps has increased \$253,000,000. They are worth from one-fourth of a cent to \$600 a stamp.

Mr. TAWNEY. How does the aggregate amount of internal revenue that you collect compare with the aggregate amount of customs revenue?

Mr. YERKES. It is now a little less. During the Spanish war the internal revenue collected amounted to more than the customs revenue. Now it is less. Since you have taken off the \$100,000,000 raised through that form of taxation we are behind them. We collect 45 per cent of the total income of the Government.

Mr. TAWNEY. At a total cost of how much?

Mr. YERKES. Four million seven hundred thousand dollars or \$4,800,000—less than 2 per cent. That is what we have been running at.

Mr. TAWNEY. The cost in connection with the customs revenue is about \$9,000,000.

Mr. YERKES. That is just another evidence of the unfairness in regard to the treatment of this Bureau. I have right here the appropriations, showing the salaries paid all through your customs division and I am certain my men do as high grade and as efficient work.

Mr. TAWNEY. That suggests a further inquiry. You have to estimate to Congress, and Congress fixes the salaries for the employees of the Internal-Revenue Department under an annual appropriation? The salaries of the customs service are provided in a permanent appropriation, are they not?

Mr. YERKES. I do not know.

Mr. TAWNEY. That is a fact. There is appropriated \$2,750,000 semiannually, but the expense of collecting the customs revenue is by permanent appropriation, while the expense of collecting the internal revenue is fixed by an annual appropriation.

Mr. YERKES. You can change that; every year you may change it.

Mr. TAWNEY. Therefore the expenses of collecting the internal

revenue is under the constant eye of Congress, while the expense of collecting the customs revenue is not and can not be controlled by Congress.

Mr. LITTAUER. After you saw that the letter you had sent to the Secretary of the Treasury in reference to this estimate had been neglected, did you take any action?

Mr. YERKES. No, sir; none at all.

Mr. LITTAUER. Do you not think it would be well to call the attention of the Secretary to the communication and that he communicate with us what you think would be proper appropriations for the conduct of your office?

Mr. YERKES. The estimate sent over was not made up by me, as I was not in the office at the time. My estimates were only submitted after the most thorough personal consideration of these matters. Of course we can get along with \$2,000,000.

Mr. LITTAUER. Do you not think you ought to call the Secretary's attention to the matter in order that he may advise us of the revised estimates?

Mr. YERKES. Certainly, I will do so.

Mr. LITTAUER. I do not know what supervision he has over your Bureau.

Mr. YERKES. You know it is almost an independent bureau.

Mr. LITTAUER. Your estimate as submitted amounts to \$2,150,000!

Mr. YERKES. Yes, sir.

Mr. LITTAUER. An increase of \$150,000 over last year?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. How much of that amount would be expended for increased salaries?

Mr. YERKES. Some of it would go in increased salaries, some in the employment of additional men.

Mr. LITTAUER. What is your estimate covering those two categories?

Mr. YERKES. I have not an estimate as to the exact amount. The salaries of some of the deputy collectors would undoubtedly be increased.

Mr. BURLESON. Are your men all under the civil service?

Mr. YERKES. The deputy collectors are not to-day and may be to-morrow. I do not know. That is a question which is pending. I believe everything else is under the civil service, every desk in my office here in Washington is under the civil service, except my own and the clerks in the collectors' offices and revenue agents and the deputy collectors and the storekeepers and gaugers.

Mr. LITTAUER. Is there any further statement you desire to make to the committee?

Mr. YERKES. The appropriation "for salaries and expenses of agents, fees, and expenses of gaugers, etc." on page 103 of your bill should be made at least \$2,300,000 for the next year. I do not believe it is possible to get along with less.

Mr. BURLESON. A hundred thousand dollars in excess of the estimate?

Mr. YERKES. Yes, sir.

Mr. LITTAUER. And you would not use it unless there was a particular service rendered?

## BUREAU OF INTERNAL REVENUE.

Mr. YERKES. No, sir. There is one other item, and that is in the office force, on page 88. When I came here the appropriation for the Bureau had run for a long time with a stenographer at \$1,800. That was the private stenographer or clerk to the Commissioner. So, when I came in, about five and one-half years ago, I appointed my own private stenographer. He was a very good one, but about six or seven months ago I either had to give him a higher salary or he was going into another department. I promoted him chief of division, and then started to pick a man whom I could employ in a confidential capacity, but found that under the civil-service rules the man had either to be named as "private secretary or confidential clerk to each of the Bureaus appointed by the President and confirmed by the Senate in the Executive Departments, if authorized by law." When you take the appropriation bill you will see that the Comptroller of the Treasury and the Treasurer of the United States, and so on, have this privilege, and I want you to please change the language so as to give me the privilege of selecting some man in whom I have personal confidence.

Mr. LITTAUER. You have no personal appointee in the bureau as the law now reads?

Mr. YERKES. No, sir.

Mr. LITTAUER. And you desire a stenographer or private clerk?

Mr. YERKES. A confidential clerk or private secretary. I was following the language of the Civil Service Commission. Then, I am going to ask you gentlemen to make a change. There are 27 clerks in class 4, and I would like to have that changed to 28 clerks in class 4, and then drop one \$800 clerk, the only one I have in the bureau, and drop one laborer.

Mr. LITTAUER. What is the object?

Mr. YERKES. My object is to get another \$1,800, a high-grade clerk.

Mr. LITTAUER. You do not need the number of laborers you have; you can get along with 20 laborers?

Mr. YERKES. Yes, sir. That will give me \$1,560 on these two salaries, only a difference of \$240 to the United States.

Mr. LITTAUER. Why do you need him?

Mr. YERKES. We have a number of young men in the Bureau who are doing to a large extent the work of the Bureau and not getting the salaries.

Mr. LITTAUER. And the older people, whose work is not so efficient, are getting the higher salaries?

Mr. YERKES. Yes, sir. I have reduced some of the \$1,800 clerks to \$1,200 and \$1,000 and promoted the younger ones, but you all know what it means.

Mr. BURLESON. What does it mean?

Mr. YERKES. It means the creating of a great deal of dissatisfaction among the older clerks, and they think I am heartless.

Mr. BURLESON. And that you are depriving them of their rights and privileges?

Mr. YERKES. I do not put it that way.

Mr. TAWNEY. I see from the report of the President that you have in your Bureau 16 employees who are 70 years of age and over.

Mr. YERKES. Yes, sir. I had one die a few months ago who had

reached the age of 94. I had two die last year who were over 80 years of age.

Mr. TAWNEY. One receiving \$2,250; 4 receiving \$1,800 each; 1 receiving \$1,600; 2 receiving \$1,400 each; 2 receiving \$1,200 each; 2 receiving \$1,000 each; 2 receiving \$900 each, and 1 receiving \$720. I want to ask you this question: Suppose Congress should provide in substance that a clerk 65 years of age and less than 68 years of age should not receive more than \$1,400, and a clerk 68 years of age and less than 70 years of age should not receive more than \$1,200 a year, and a clerk 70 years of age and over should receive not to exceed \$840 a year. To what extent, in your judgment, would that improve the efficiency of the service?

Mr. YERKES. I hate to be quoted on that, but I think it would be an improvement.

---

TUESDAY, *February 13, 1906.*

OFFICE OF LIFE-SAVING SERVICE.

STATEMENT OF S. I. KIMBALL, GENERAL SUPERINTENDENT.

Mr. LITTAUER. Will you describe, please, the character of your force?

Mr. KIMBALL. The Life-Saving Service.

Mr. LITTAUER. Where are you situated now? Where is your office?

Mr. KIMBALL. In the Star Building, third floor.

Mr. LITTAUER. You ask for no increase?

Mr. KIMBALL. No, sir. I ought to have it I suppose, but I put it off until I am obliged to, absolutely.

Mr. LITTAUER. Are you able to keep up with the work of the Bureau in current fashion?

Mr. KIMBALL. Yes; but with a great deal of difficulty and considerable overwork.

Mr. LITTAUER. How often do your people work overtime?

Mr. KIMBALL. Very frequently, some of them, not the whole force.

Mr. LITTAUER. What branch of your work falls behind?

Mr. KIMBALL. I do not let any of it fall behind, because they are willing to keep their work up by working over office hours. None of their work is behind, but it would be if we confined ourselves to office hours alone.

Mr. LITTAUER. Which branch is liable to get behind?

Mr. KIMBALL. I can not mention any particular branch. Sometimes it is one, and sometimes another.

Mr. LITTAUER. What does the civil engineer do?

Mr. KIMBALL. He makes plans and specifications for work in connection with the establishment of stations and repairs, etc. When devastation is caused by storms, etc.—we have a good deal of work of that kind on the lakes particularly—he has to do a good deal of work in the water, such as work on revetments, and driving pilings, and things such as that—foundations for stations. Besides I use him also in connection with apparatus sometimes—in making plans and specifications for apparatus.

Mr. LITTAUER. What is the work of your topographer and hydrographer?

Mr. KIMBALL. I use him in connection with the selection of sites, particularly. He also happens to be an architect, and he draws plans for fresh buildings. On the lakes, most of our stations are made in the harbors, and also in the neighborhood of harbors, where we have to use his knowledge of hydrography.

Mr. LITTAUER. Where do you get your contingent expenses from?

Mr. KIMBALL. From the general appropriation for the maintenance of the Life-Saving Service.

Mr. LITTAUER. I mean for your office, the office that we are providing for in this paragraph now under consideration?

Mr. KIMBALL. We have none at all. Everything comes through the chief clerk of the Treasury.

Mr. LITTAUER. You make your requisitions on the Department of Commerce and Labor?

Mr. KIMBALL. No, from the Treasury Department. It comes through the chief clerk there, and the superintendent of the building.

Mr. LITTAUER. Did not some one tell us that you did not have room enough?

Mr. KIMBALL. We do not have room enough, but we are not asking for more room. The room on the next floor we are occupying by grace.

Mr. LITTAUER. You mean we are not paying for it?

Mr. KIMBALL. We are paying for it. The chief clerk of the Department can explain that to you better than I can, because he knows better about his bargain.

FRIDAY, February 9, 1906.

BUREAU OF ENGRAVING AND PRINTING.

STATEMENT OF MR. WILLIAM M. MEREDITH, DIRECTOR, ACCOMPANIED BY THOMAS J. SULLIVAN, ASSISTANT DIRECTOR.

Mr. LITTAUER. The force that is carried in the legislative appropriation bill consists of only ten, including the Director, the Assistant Director, accountant, stenographer, four clerks, and two assistant messengers. Now, you certainly have a much greater permanent clerical force than this provision covers?

Mr. SULLIVAN. Yes, sir; a much larger force?

Mr. LITTAUER. Can you detail to us the number of clerks, and the salaries they receive, that are practically the permanent force?

Mr. SULLIVAN. We furnished that information to Mr. Keep and he has the schedule here. This is the schedule. It consists of sixty-seven persons.

Mr. LITTAUER. You call that quite as permanent as any other force?

Mr. SULLIVAN. Yes, sir.

Mr. LITTAUER. Why do you not estimate for it?

Mr. SULLIVAN. Because we have followed the practice for a number of years to submit this small administrative force in the legislative bill carrying the larger part of the force in the sundry civil bill and making it a part of the cost of the work of the Bureau, so that the items in the sundry civil bill show practically the cost of the work of the Bureau.

Mr. TAWNEY. The mechanical part?

Mr. SULLIVAN. Yes, sir.

Mr. LITTAUER. First for material?

Mr. SULLIVAN. Yes, sir.

Mr. LITTAUER. Then experts?

Mr. SULLIVAN. Yes, sir.

Mr. LITTAUER. And then this large sum for interdeterminate force?

Mr. SULLIVAN. Yes, sir; and this force of clerks was carried as a part of that for the reason that it gave the cost of the amount of work produced, exclusive of the small force that was carried in the legislative bill, and we did not carry that in there because it has been in the bill for so many years we permitted it to go year after year.

Mr. LITTAUER. Still it is the theory on which the legislative bill is established that all permanent office force in Washington shall be included in its provisions and not in the large provisions that go into the manufacturing force of the Bureau.

Mr. BURLESON. Who fixes the salaries of the 67 employees?

Mr. SULLIVAN. The Secretary of the Treasury.

Mr. BURLESON. And he increases or decreases them as he sees fit?

Mr. SULLIVAN. Yes, sir. I think this matter was up before the committee here a number of years ago, and my recollection is that Mr. Randall was in charge of that subcommittee and they amended the language of the item in the legislative bill by putting in the word "clerks." I think Mr. Courts will remember that. They concluded to let those go into the sundry civil bill and amended that item by adding the word "clerks."

Mr. LITTAUER. The item now does cover a permanent and necessary force?

Mr. SULLIVAN. Yes, sir.

Mr. LITTAUER. And the force you have described is a permanent force?

Mr. SULLIVAN. Yes, sir; except they are not specifically provided for and their salaries can be regulated according to the order of the Secretary of the Treasury.

Mr. LITTAUER. If they were incorporated with your regular force and specifically appropriated for, then you would have to limit yourself to the appropriation made?

Mr. SULLIVAN. Yes, sir.

Mr. TAWNEY. Is the work of your Bureau charged up to the Treasury Department or to the various bureaus and collected?

Mr. SULLIVAN. No, sir; except the one item of postage stamps, which is charged to the Post-Office Department and collected, and some few items we do for outside bureaus, the War Department and a few outside bureaus. That amounts to very little.

Mr. TAWNEY. In making the charge, do you include the labor cost, for which appropriation is made directly in the sundry civil bill?

Mr. SULLIVAN. That is, a portion of that is included in the cost. It could be just as well included in the other bill.

Mr. TAWNEY. It could be just as well included if the clerks were carried in the legislative bill as in the sundry civil bill?

Mr. SULLIVAN. Yes, sir.

Mr. BURLESON. Have you a list of the sixty-seven clerks and the salaries paid?

Mr. SULLIVAN. I have a table here showing the salaries.

The table referred to is as follows:

*Miscellaneous office.*

Grade.	Num- ber.	Salary of each.
Disbursing agent.....	1	\$2,400
Storekeeper .....	1	1,600
Assistant storekeeper .....	1	1,000
Clerk in charge of purchases and supplies.....	1	2,000
Clerk.....	2	1,600
Do.....	9	1,400
Do.....	2	1,252
Do.....	3	1,200
Do.....	6	1,000
Do.....	10	900
Minor clerk.....	4	840
Do.....	5	780
“Operative” (guides).....	9	600
Skilled helper.....	1	900
Do.....	3	720
Do.....	2	660
Messenger.....	3	840
Assistant messenger.....	4	720

Mr. LITTAUER. What is the total amount of compensation?

Mr. SULLIVAN. I have not that information.

Mr. LITTAUER. Can you tell whether the salaries paid are the same as the salaries the employees have received during the last fiscal year?

Mr. SULLIVAN. I think they are. There have been no promotions in this list since the last fiscal year.

Mr. LITTAUER. They represent the salaries actually being paid to-day to the individuals now on the rolls?

Mr. SULLIVAN. Yes, sir. There has been no increase in this schedule since the last fiscal year.

Mr. BURLESON. Do you not think good administration would require that these clerks be provided for in the legislative bill, and their salaries fixed?

Mr. KEEP. I think it is a matter of very little consequence which way they are carried.

Mr. LITTAUER. But you must admit that a lump-sum appropriation gives us no idea as to the details under which the large amounts are expended.

Mr. KEEP. But some additional flexibility is of advantage to the Government, because if we are short of money we can make the lump sum go where it is most needed.

Mr. LITTAUER. These are not the clerks detailed from the Bureau of Engraving and Printing?

Mr. KEEP. No, sir; these are people actually on work in the Bureau.

Mr. TAWNEY. And in permanent positions?

Mr. SULLIVAN. Yes, sir.

Mr. BURLESON. Are they under the civil service?

Mr. SULLIVAN. Yes, sir.

Mr. TAWNEY. Why should they not be provided for in the legislative bill the same as other clerks in the Departments are?

Mr. KEEP. I do not think the rule is quite as general as that. There must be a vast number of clerks in Washington not carried in the legislative bill. I think in the Agricultural Department a very large part of the clerical force is paid for out of the lump-sum appropriation. I only cite that instance.

Mr. BURLESON. That was largely corrected last year.

Mr. TAWNEY. Is it not also a very great disadvantage if we were to make lump-sum appropriations for all bureaus as we do for the Bureau of Engraving and Printing; would it not destroy almost entirely the check which Congress is supposed to have upon the expenditures for salaries by the administrative officers of the Government?

Mr. KEEP. It prevents you from getting a bird's-eye view. I think if you had a lump-sum roll and a statutory roll it would work better. Then you would have a maximum lump sum, but the maximum compensation to be paid to the different classes of people should be fixed by Congress. Then you could not have a clerk over \$1,800 and a stenographer over a certain price, and then leave the head of the office to organize his own force.

Mr. TAWNEY. In your investigations and experience here as an administrative officer, to what extent does this practice prevail of increasing the compensation of employees without increasing their duties, responsibilities, or the character of their work at all, and then calling that a promotion; to what extent does that practice prevail?

Mr. KEEP. To what extent promotions are made without changing the work?

Mr. TAWNEY. Responsibilities or anything else, just increasing the salary.

Mr. KEEP. That is a matter which is under investigation by us at the present time through a subcommittee. The information we have received indicates that a very great number of promotions which are made do not mean a change of work.

Mr. TAWNEY. Just mean an increase of salary?

Mr. KEEP. Yes, sir; based oftentimes on length of service. Of course it is impossible for Congress to provide different rates of compensation for every different kind of work. Clerks at \$1,200 are doing many different kinds of work.

Mr. TAWNEY. That should be left largely to the discretion of the administrative officer, but the question occurred to me whether it was good administration simply to increase a man's salary because he had been in the service a certain length of time, without regard to any additional work or any additional responsibility.

Mr. KEEP. You can see how the statutory roll operates on that. A \$1,400 clerk dies or resigns. There is a \$1,400 vacancy. Now, under the practice which prevails, the new person is brought in at the bottom at \$900 and there are promotions all along the line in order to make the vacancy at the bottom and bring in the new clerk. Various of these people move up and the work sometimes is not changed and sometimes it is, but that is the operation of the statutory roll when there is a \$1,400 vacancy before you can get a \$900 clerk.

Mr. TAWNEY. Is it not the presumption that a \$1,400 position is a position requiring greater responsibility and intelligence than a \$1,200 position?

Mr. KEEP. Yes, sir.

Mr. TAWNEY. If there is a vacancy in the \$1,400 class and the \$1,200 man is performing the duties of an office with greater responsibilities and which requires greater intelligence, for that reason is promoted and receives the increase of salary?

Mr. KEEP. The rule of the Treasury Department is that the chief of division, when the \$1,400 vacancy occurs, shall certify to the Sec-

retary of the Treasury that So-and-so is best entitled to that promotion. Now, in large Government offices there are many many people doing the same kind of work, side by side, not all getting the same compensation, and often times getting a higher rate of compensation, and some person doing the same class of work is promoted to the higher compensation. That means no change of law.

Mr. BURLESON. Where there is a statutory roll and a lump-sum roll, and the bureau chief comes before the committee and asks for the increase of the salary of a clerk upon the statutory roll, and the committee denies the increase, refuses the increase, can not he transfer him from the statutory roll to the lump-sum roll and grant him the increase there without reference to the will of Congress, and transfer a man on the lump-sum roll to the statutory roll, and is not that frequently done?

Mr. KEEP. I can not tell you whether it is done or not. We do not have that roll in the Treasury. I have taken the position that you ought to get a roll in the Bureau of Engraving and Printing that was right, as far as compensations are concerned, and when you get one that is right, then the people must wait for vacancies before they can expect increases of compensation.

Mr. LITTAUER. That would mean practically a statutory roll?

Mr. KEEP. Yes, sir; with the power to change.

Mr. SULLIVAN. Mr. Keep holds us down pretty close to that statutory roll.

#### GUIDES.

Mr. LITTAUER. You have 9 operatives at \$600 each. What do they do?

Mr. SULLIVAN. Those are young women who have been selected from the body of the force of the Bureau to act as guides.

Mr. LITTAUER. Guides?

Mr. SULLIVAN. Yes, sir. Visitors come from all over the United States and a lady will show them through the Bureau.

Mr. LITTAUER. You have these guides as a part of your permanent force?

Mr. SULLIVAN. Yes, sir. We could not get along without them. There are hundreds of citizens that come there day after day and day after day, and it would be utterly impossible to get along without them. You would have so many demands upon you for special letters to have them shown through the Bureau that you would find at once that they would have to be restored.

Mr. LITTAUER. What do you mean by skilled helper—a laborer?

Mr. SULLIVAN. It is practically the same thing. The Bureau adopted that phrase, "skilled helper," a good many years ago, when it was first put under the civil-service regulations, in order to distinguish between a laboring man in the classified service and a skilled helper not a laborer.

Mr. LITTAUER. You do not use the term "skilled laborer?"

Mr. SULLIVAN. No, sir. When we adopted that term we did not think that skilled laborer was rather a correct title. A man is a helper, pure and simple, or else he is something better than a laborer, and they are helpers in every sense of the word.

Mr. LITTAUER. One other item. You have two clerks, at \$1,252 each?

Mr. KEEP. That is \$4 a day for three hundred and thirteen days. We have been gradually getting rid of these fractional salaries.

Mr. LITTAUER. You would probably recommend, if they were put on a permanent roll, that the compensation should be \$1,200 a year?

Mr. SULLIVAN. The individuals themselves would feel aggrieved, for the reason that they would lose the \$52 a year.

Mr. LITTAUER. But would you think that it was good business management?

Mr. SULLIVAN. Well, you have to consider the interests of the individuals, you know, to a certain extent, because they have been paid that compensation for a number of years. As fast as vacancies occur in these old grades where they are paid a per diem these odd salaries are abolished and \$1,200 takes the place of \$1,252.

Mr. LITTAUER. You are able to secure at \$1,200 competent individuals to fill the places?

Mr. SULLIVAN. Yes, sir. If a person on the force would have to go out at \$1,252 or remain at \$1,200 they would remain, but there would be certain resentment.

Mr. LITTAUER. In the Bureau of Engraving and Printing there are 21 males of ages exceeding 70 years, one receiving \$4,500; one, \$2,500; one, \$1,900; one, \$1,878, etc. Are those individuals who have been for many years in the Bureau?

Mr. SULLIVAN. Yes, sir.

Mr. LITTAUER. Is there any higher salary in the Bureau?

Mr. SULLIVAN. No, sir.

Mr. KEEP. There is the head engraver of the Bureau. He gets the highest salary next to the Secretary.

Mr. LITTAUER. Is not the engraver a permanent official connected with this Department?

Mr. KEEP. But he belongs to the technical force. He is just as much a part of the manufacturing force as anybody else.

Mr. LITTAUER. That manufacturing force again is provided for only in lump sum?

Mr. KEEP. Yes, sir.

Mr. LITTAUER. There must be a permanent roll of the chief engraver and other people receiving such compensation.

Mr. KEEP. There is a schedule of the employees with the compensation fixed by the Secretary of the Treasury, and once a year that schedule is gone over and revised.

Mr. LITTAUER. Is it reported to Congress in any way?

Mr. SULLIVAN. It has been for many years submitted to this committee in the data affecting these three items.

Mr. LITTAUER. You are the first man approaching 70 years of age who has come before this committee, and perhaps it would be well for us to ask you the question, whether in the ordinary clerical service that has come under your observation those who reach the years of 65 and above, and by the lapse of years and the promotions that have come along are receiving high salaries, whether at that age they are delivering efficient work in comparison with the salary received?

Mr. MEREDITH. Personally I do not feel able to do the work as efficiently as I could ten years ago.

Mr. LITTAUER. But have you observed on the average, among those working under you, how their efficiency compares with the salary received?

Mr. MEREDITH. Some men over 65 years of age seem to be as efficient as ever; others seem to be failing, as I am myself.

Mr. LITTAUER. But you have no conclusion which you have reached regarding the average?

Mr. MEREDITH. No, sir; I could not reach a conclusion.

---

TUESDAY, February 13, 1906.

OFFICE OF SURGEON-GENERAL OF PUBLIC HEALTH AND MARINE-HOSPITAL SERVICE.

**STATEMENT OF DR. WALTER WYMAN, SURGEON-GENERAL.**

Mr. LITTAUER. Doctor, your items are on page 93. There are no changes in your estimates except, I notice, a reduction of your chief clerk of \$500.

Dr. WYMAN. He had been disbursing officer as well as chief clerk.

Mr. LITTAUER. And no longer acts in that capacity?

Doctor WYMAN. No.

Mr. LITTAUER. Who will do that work hereafter?

Doctor WYMAN. The disbursing officer of the Treasury Department, Mr. Bartlett, I suppose.

Mr. LITTAUER. It will be done by the disbursing officer of the Treasury Department instead of by your Bureau officer?

Doctor WYMAN. Yes.

Mr. LITTAUER. Is that your recommendation?

Doctor WYMAN. No, sir; it was not upon my recommendation, but I wished to have the two services separated—that of chief clerk and disbursing officer—so they determined to do it this way. There is one thing necessary in view of that. If you will observe, it says, "One clerk to disbursing agent, \$1,400," and right under that it says, "Five clerks of class 2." I would like to have that changed so as to strike out entirely one clerk to the disbursing agent, and make it six clerks of class 2. It would not alter the amount at all. It would leave that man, who is really a help in the disbursing business, in our office, which really ought to be.

Mr. LITTAUER. You want him to continue the same work?

Doctor WYMAN. Not altogether; but about 50 per cent of the work we would have to do now is preparing bills and papers for Mr. Bartlett. If there is no disbursing agent in the Bureau there might be some question about it. The Secretary left that in. I have made a little note of it.

Mr. LITTAUER. Is there any other item in your Bureau?

Doctor WYMAN. No, sir.

TUESDAY, February 13, 1906.

OFFICE OF THE DIRECTOR OF THE MINT.

STATEMENT OF MR. GEORGE E. ROBERTS, DIRECTOR.

SUPERVISION OF MINTS AND ASSAY OFFICES.

Mr. LITTAUER. Mr. Director, I see you ask for no change in your office here in Washington.

Mr. ROBERTS. No, sir.

Mr. LITTAUER. Nor in the contingent expenses connected therewith.

Mr. ROBERTS. Not any.

Mr. LITTAUER. What is the character of your force here, and what work are they performing?

Mr. ROBERTS. It is the administrative force of the mint service. We review the operations of the mints. Every calculation that is made in a mint is made again in my office. Every transaction is reviewed by my clerks. For instance, a deposit of bullion is made in the assay office at Seattle, and all the papers in relation to that deposit, the record, the assayer's certificate, and the receipt of the deposit for money, are all forwarded to me, or forwarded to my office, and the whole transaction is reviewed there.

Mr. LITTAUER. For what purpose?

Mr. ROBERTS. For the purpose of a check on the transactions at the outside offices.

Mr. LITTAUER. The transaction, however, has all been completed?

Mr. ROBERTS. Yes.

Mr. LITTAUER. Then you are auditing the accounts of the assayers?

Mr. ROBERTS. Yes.

Mr. LITTAUER. Have you found that a necessity? What good comes from it?

Mr. ROBERTS. It is regarded as a check upon their operations. It is the supervision by the general office over all the branches of the service, and you would not have much supervision unless you knew what they are doing.

Mr. LITTAUER. A transaction takes place away from here and the bullion is deposited, its value is turned over to the depositary, and the figures in connection therewith are transmitted here, and here you examine them.

Mr. ROBERTS. Yes.

Mr. LITTAUER. The purpose is simply that of checking off these accounts?

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. In checking off, do you gain any particular intelligence about it outside of gaining a knowledge of what is going on at the mints and assay offices?

Mr. ROBERTS. I can not say that we do.

Mr. LITTAUER. Do you ever correct mistakes?

Mr. ROBERTS. Yes; we do.

Mr. LITTAUER. What character of mistakes?

Mr. ROBERTS. I think they would vary in their methods within a short time if it were not for this general revision here.

Mr. LITTAUER. In their methods of estimating the value of the deposits?

Mr. ROBERTS. Yes; and in their interpretation of the law. Things of that sort.

Mr. LITTAUER. Is there a possibility of variation there?

Mr. ROBERTS. In the administration of the regulations questions sometimes arise. Then all the expenditures under the appropriations of course are reviewed in the same way.

#### ASSAYER.

Mr. LITTAUER. What does your assayer here in Washington perform?

Mr. ROBERTS. His principal duties are to make assays of the coins from time to time, as they are going on. Out of every delivery of coin to the Treasurer the law requires that certain coins shall be reserved and kept until the end of the year. It is also the practice of the service to have certain other ones reserved at the same time and immediately forwarded here for assay in order to determine that they are kept well within the limits of tolerance. That is the chief work of the laboratory. Then in a way the assayer of the laboratory is the technical adviser of the Director of the Mint. The Director is situated here away from any actual operations, and it is desirable to have a man here who is a technical man and is able to give his opinion.

#### FREIGHT ON BULLION AND COIN.

Mr. LITTAUER. Now, the one item of real estimate here is the "Freight on bullion and coin, by registered mail or otherwise, between mints and assay offices."

Mr. ROBERTS. Yes; I think we have submitted too low an estimate here. That estimate was made up some time ago, and it is very evident that it is not enough to cover our expenditures. We have had to ask for a deficiency. We have already exhausted the amount allowed for the year. I think we made a mistake in cutting that so low last year.

Mr. LITTAUER. How much do you desire to estimate it at?

Mr. ROBERTS. I think at \$60,000.

Mr. TAWNEY. How do you arrive at your estimate? How did you make up your estimate?

Mr. ROBERTS. For a number of years the appropriations had been \$75,000 a year, and it was estimated at \$75,000 a year ago. But here before the committee, in view of the fact that we were about to start the Denver mint and would not ship that bullion to Philadelphia any longer, it was evident that something of a reduction could be made, and just in an off-hand way I expressed the opinion here that \$40,000 would be enough. It has not proven to be enough. The receipts at Seattle have very largely increased in the last year.

Mr. LITTAUER. Have they to be shipped out?

Mr. ROBERTS. Yes; they have been shipped to Philadelphia instead of to San Francisco, and the item of cost was increased.

## MINTS AND ASSAY OFFICES.

## MINT AT DENVER, COLO.

Mr. LITTAUER. How long has this Denver mint been operated?

Mr. ROBERTS. We are just starting.

Mr. LITTAUER. The Denver mint is still in process of formation?

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. We will come to the Denver mint later. But have all the appointments been made to the offices created under the authorization in the appropriation act of last year to the Denver mint as though it were a running concern?

Mr. ROBERTS. Yes.

Mr. LITTAUER. Why? There is no work for them there to do?

Mr. ROBERTS. All the employees are not appointed.

Mr. LITTAUER. But the chief officials are?

Mr. ROBERTS. Yes.

Mr. LITTAUER. But they are not performing the work?

Mr. ROBERTS. But the mint is getting underway, and the force is being organized.

## FREIGHT ON BULLION AND COIN.

Mr. LITTAUER. You believe, however, that in order to avoid a deficiency you ought to increase your estimate for 1907 from \$40,000 to \$60,000?

Mr. ROBERTS. Yes, I do.

Mr. TAWNEY. What is the reason for shipping the bullion from Seattle to Philadelphia instead of to San Francisco?

Mr. ROBERTS. The vaults are full at San Francisco. We are short of vault room there.

Mr. LIVINGSTON. Would it save any of that \$60,000 if we should put a clause in here that parties depositing gold at the assay offices on the Pacific coast must pay the expense of shipment?

Mr. ROBERTS. Yes, it would. That is the old question that has been up a good many times as to the advisability of maintaining these outside offices.

Mr. LITTAUER. Outside assay offices?

Mr. ROBERTS. Yes; the whole assay office system is a system of outside agencies for the mints. We receive the bullion there and pay for it, and it becomes the property of the Government, and it is shipped to the mints for coinage.

Mr. LITTAUER. It is practically an aid to mining in the localities where the assay offices are placed?

Mr. ROBERTS. Yes; it has always been a question whether—

Mr. LIVINGSTON. It is an accommodation to the miner to get the coin at those assay offices. Let him pay for the transportation of that bullion to the mint and replace the coin we turn over to him. It is nothing but fair and right.

Mr. ROBERTS. I think, as a matter of fact, it would cut off most of the business of the assay offices.

Mr. LIVINGSTON. I understand the reason why you are afraid to do

it is that a lot of this gold would go to the mints in Canada instead of here.

Mr. ROBERTS. I do not know that the Department has ever expressed any anxiety about it. I never have. Congress always puts it in.

Mr. LIVINGSTON. It is nothing in the world but a warehouse for miners, and we advance on it.

#### ASSAY OFFICE AT SEATTLE, WASH.

Mr. ROBERTS. I think, taking the Seattle office, it is probably true that it helps Seattle in its competition in the Alaskan trade with Vancouver and Victoria.

Mr. LITTAUER. Is there a great amount of expense connected with the Seattle office?

Mr. ROBERTS. That is the largest we have.

Mr. LITTAUER. More than half of it in connection with that office?

Mr. ROBERTS. I think it is.

Mr. LITTAUER. Why do you not still ship this bullion to Denver, even if it is not in operation, because the vaults are there?

Mr. ROBERTS. Under the law of 1900 we can only carry a limited amount of bullion. It is an error, I think in the law. The law provides that whenever the amount of coin in the Treasury falls below \$100,000,000 the Treasurer shall cease to issue gold certificates, but the Treasury does not want to cease to issue gold certificates, and if it should cease there would be a great deal of complaint about it, so that whenever the amount of bullion grows up so that the gold in the Treasury is mostly of bullion, they set us to work coining. Of that one hundred and fifty millions in the reserve, it might just as well be a hundred millions in bullion and fifty millions in coin as fifty millions in bullion and one hundred millions in coin.

Mr. LITTAUER. Would it not be economy in the end for the Government? Would we not export bullion instead of coin?

Mr. ROBERTS. They always take bullion. They never want coin. If they take coin they must take the current coin, which is always more or less abraded. They always take bullion.

#### MINT AT DENVER, COLO.

Mr. LITTAUER. I can not understand the bearing of that statement in reference to the Denver mint. You are allowed only a certain amount of bullion?

Mr. ROBERTS. Yes.

Mr. LITTAUER. But why could not a large expense be saved by storing a certain amount in Denver rather than bringing it East here?

Mr. ROBERTS. It is always a problem to get along with the amounts of bullion that we have. We have twelve offices in the mint service, and we can not have more than about fifty millions or so of bullion. In fact, we have thirty millions to-day in the vaults at Denver, which we have accumulated there in the last year.

Mr. LITTAUER. Thirty millions of bullion?

Mr. ROBERTS. Yes; of bullion.

Mr. LITTAUER. Now, as to the working of the mints in general, has your work at the mints during the past year been up to the former years in value—in number of pieces coined?

Mr. ROBERTS. Yes; in number of pieces coined.

Mr. LITTAUER. You have done as much work?

Mr. ROBERTS. I think it is the largest year we ever had.

MINT AT CARSON, NEV.

Mr. LITTAUER. How much work are you doing at Carson? We do not run that as a mint?

Mr. ROBERTS. No; simply as an assay office.

MINT AT DENVER.

Mr. LITTAUER. At Denver you make no change as far as the office staff is concerned?

Mr. ROBERTS. No.

Mr. LITTAUER. And there you have, for instance, an assayer at \$3,000—

Mr. ROBERTS. What page is that on?

Mr. LITTAUER. At page 115—

Mr. TAWNEY. At the bottom of page 114.

Mr. LITTAUER. You first have a superintendent of the mint. He is in charge?

Mr. ROBERTS. Yes.

Mr. LITTAUER. Then you have an assayer and a melter and refiner at \$3,000 each? He was appointed to office when?

Mr. ROBERTS. The assayer and the melter and refiner were appointed some time in the last fiscal year, something like a year ago.

Mr. LITTAUER. Has either of them done any work in his office?

Mr. ROBERTS. Oh, yes; the assayer has been receiving bullion there and making assays.

Mr. LITTAUER. Then he has been acting as assayer and receiving \$3,000, whereas at the ordinary assay office the assayer receives but \$2,000. His work as assayer does not compare at all in volume with the work, for instance, of the assayer at Seattle, does it?

Mr. ROBERTS. Their receipts were more last year than the receipts of the office at Seattle.

Mr. LITTAUER. More at Denver?

Mr. ROBERTS. Yes; more at Denver than at Seattle.

Mr. LITTAUER. Of bullion deposited with them?

Mr. ROBERTS. Yes; we have not shipped anything to the Denver mint.

Mr. LITTAUER. Then you have there also an assistant assayer who receives \$2,000?

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. And an abstract clerk, warrant clerk, assistant weigh clerk, and calculating clerk, each at \$1,600?

Mr. ROBERTS. Yes.

Mr. LITTAUER. What have these men had to do during the last year?

Mr. ROBERTS. They have had just as much work as they have in any office where bullion is received.

Mr. LITTAUER. Are not the total amounts of salaries paid at Denver very much in excess of what are paid in other assay offices?

Mr. ROBERTS. We receive the bullion there, but we do not perform the coinage.

Mr. LITTAUER. It was conducted principally as an assay office?

Mr. ROBERTS. Yes.

Mr. TAWNEY. When do you expect to commence coining?

Mr. ROBERTS. They have begun now.

Mr. LITTAUER. But with the fiscal year beginning last July the expenses of this office, which had been conducted as an assay office for some years past, were more than doubled—increased from \$15,250 to \$38,250?

Mr. ROBERTS. Yes.

Mr. LITTAUER. Consequently there was an increase there of \$23,000. What service did the Government have rendered to it for that \$23,000, or what is now being rendered?

Mr. ROBERTS. We expected to get started somewhat earlier than we did. Furthermore, there is a great deal of work of preparation that has to be done. They had their force to organize, and their machinery and equipment to put in there.

Mr. LITTAUER. I do not see how the calculating clerk can do much work.

Mr. ROBERTS. They have been doing just what they did before. There has been no great change in their duties.

Mr. LITTAUER. I can not understand how you could see fit to make these increased appointments on the 1st of July last, with the office continuing to do no more work than it formerly did.

Mr. ROBERTS. Of course these heads of departments are appointed by the President. They are Presidential appointees. The melter and assayer and refiner and coiner are Presidential appointees.

Mr. LITTAUER. Did you recommend their appointment to the President?

Mr. ROBERTS. Yes.

Mr. LITTAUER. I do not see what work you had for them to do.

Mr. ROBERTS. It requires some work to get the mint ready for coinage after the building is turned over to us. When the equipment is to be purchased and set in operation, it takes six months to do that.

Mr. LIVINGSTON. Instead of detailing somebody, you just had the heads appointed and put them to work to do it?

Mr. ROBERTS. Yes.

Mr. LITTAUER. Then you have a further appropriation for the current year of \$115,000, an increase from \$22,000 "for wages of workmen and adjusters, and not exceeding \$32,500 for other clerks and employees."

Mr. ROBERTS. That will not be expended.

Mr. LITTAUER. How much was expended in the first half of this year?

Mr. ROBERTS. I could not answer that.

Mr. LITTAUER. I wish you would have some one send up here a statement of that. Your estimate for the coming year increases that amount to \$150,000.

Mr. ROBERTS. We expect to be in complete operation during the coming fiscal year.

Mr. LITTAUER. What are your expectations based on? Is your machinery installed?

Mr. ROBERTS. Yes; we are doing coinage there to-day.

## MINT AT SAN FRANCISCO, CAL.

Mr. LITTAUER. How much did you expend under this heading of the mint at San Francisco? Do you expect to do as much work at Denver during the coming fiscal year as you have been doing at San Francisco?

Mr. ROBERTS. No; we will not.

## MINT AT DENVER, COLO.

Mr. LITTAUER. Your estimate for 1907 at San Francisco was \$165,-000, while your estimate for Denver is \$150,000—within 10 per cent of as much.

Mr. ROBERTS. Well, it is not possible to tell in advance just what work the Denver mint will do. I think our estimate of \$150,000 is probably liberal—probably somewhat more than we will use—but it is the first year of operations there.

Mr. LITTAUER. You do not have any idea now of just what balance is left over of the \$115,000?

Mr. ROBERTS. No. I know it will not be anywhere near used.

Mr. LITTAUER. Are the wages of adjusters established by law?

Mr. ROBERTS. No, sir.

Mr. LITTAUER. Are they fixed in the discretion of the Director of the Mint?

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. Then "other clerks and employees," what character of service is included thereunder?

Mr. ROBERTS. There are clerks, and watchmen, and janitors, and so on. It is a class of people somewhat different from clerks and workmen. The Auditor raised some question about paying them under the old wording of that paragraph. He said a watchman was not a workman. He said that, and you will probably remember that language was changed on that account to satisfy the Auditor.

Mr. LITTAUER. It is practically a lump-sum appropriation out of which you can pay what you feel the service demands?

Mr. ROBERTS. Yes, sir.

Mr. TAWNEY. Mr. Roberts, I would like to ask you whether, in making up these estimates, you fix the salaries of all those that are not fixed by statute. Do you know the number of the employees that will be required to meet the demands of the mint during the year? Why is it that you can not make an accurate estimate? I notice that you do not seem to have any very certain knowledge about the correctness of your estimate, and that is not a criticism on you alone, but it is true also of nearly all the other heads of departments and bureaus that come before the committee. They seem to guess at their estimates.

Mr. ROBERTS. He was asking me about the Denver mint.

Mr. TAWNEY. It is true of all of them.

Mr. ROBERTS. We come out very closely to our estimates.

Mr. TAWNEY. These lump-sum appropriations give to the heads of departments and bureaus great discretion in the matter of employment of people, and it seems to me that they ought to come more nearly estimating the exact amount required than they do.

Mr. ROBERTS. I think we could. We went over that a year or so ago.

Mr. LITTAUER. You make an annual report of all these individuals engaged under this lump-sum appropriation?

Mr. ROBERTS. Yes.

Mr. LITTAUER. Do you pay uniform rates of wages at the mints?

Mr. ROBERTS. We endeavor to pay them approximately the same, although when I came into the office I found that there were very considerable differences between the mints. We have been endeavoring to make the scale more uniform.

Mr. BURLESON. Are there many promotions among the employees that are carried on these lump-sum rolls? I know you promote, but are there frequent promotions—that is, do you increase the compensation while a clerk or employee continues to perform the same labor?

Mr. ROBERTS. No, sir; we do not often do that, but when an employee is changed from one class of work to another it is usual that an advance is made then. For instance, if a man is what we call a workman—a roller, for instance—the roller always gets the same pay, and there is never any addition to the pay of a roller; but if a man passes from the position of roller to that of being a weigher, a weigher gets somewhat higher pay, or of a melter, who gets higher pay, his pay is increased, and that is the way promotions are made.

Mr. BURLESON. But it is not an infrequent thing that increases are allowed where clerks continue to do the same work which they had been on permanently. Are they under the civil-service rules?

Mr. ROBERTS. Yes; all of them.

Mr. LITTAUER. Have you any clerks employed at Denver out of this sum of \$115,000 appropriated?

Mr. ROBERTS. We have now, but they have only been appointed recently. Up to about the 1st of January there were no clerks on that.

Mr. LITTAUER. You will send us a statement of expenditures up to the 1st of January?

Mr. ROBERTS. Yes, sir.

Mr. LITTAUER. Now, "Incidental and contingent expenses, including melter and refiner's wastage." You have an appropriation this year of \$40,000. That is on page 116. That is at Denver. Will you use that amount?

Mr. ROBERTS. Oh, no.

Mr. LITTAUER. Your estimate for next year is an increase?

Mr. ROBERTS. When this estimate for Denver mint was submitted a year ago we expected to be ready for coinage several months earlier than we did get ready for it.

Mr. LITTAUER. You were expecting to be ready for coinage on the 1st of July?

Mr. ROBERTS. Yes; we were planning for that.

Mr. LITTAUER. That expectation has resulted in a large increase of cost?

Mr. ROBERTS. I do not think it has.

Mr. LITTAUER. All these main officials that were added here last year are conducting nothing more than the old assay office work?

Mr. ROBERTS. They were appointed a few months before they needed to be because the contractors failed to come to terms. It is true, Mr. Littauer, that if every contractor had had his work done

there when we expected him to, if everything had come together, we would have got down to coinage on the 1st of July last, and those men would have been more fully employed during the last year—those heads of departments in the mint. That is so. But after all there has not been any pressing necessity for that mint in the last six months.

Mr. LITTAUER. And there will not be any in the next twelve, probably; but the mint is there, nevertheless, and we have got to subdivide the work of coinage for it and keep these mints fairly busy and distribute the work over the United States?

Mr. ROBERTS. Yes, sir.

Mr. TAWNEY. You say if these contractors had complied with the conditions of their contracts and completed the building within the time limit these men would have been more fully employed than they were. I want to ask you this: Were there any penalties in the contracts for the failure to complete the work on time?

Mr. ROBERTS. I suppose you know how those things go.

Mr. TAWNEY. Were there any penalties?

Mr. ROBERTS. I think there were on some.

Mr. TAWNEY. Were any of them enforced?

Mr. ROBERTS. No; because it did not really make any difference to the Government.

Mr. TAWNEY. It made this difference, that these people were employed out there and there was nothing for them to do.

Mr. ROBERTS. We perhaps should not have appointed some of those men quite so soon.

Mr. TAWNEY. I see that in your incidental expense items on page 116, at the bottom of the page, you had for this fiscal year \$40,000. None of that has been expended?

Mr. ROBERTS. Oh, yes.

Mr. TAWNEY. How can there be any refiner's wastage and office sweepings if you are not minting?

Mr. ROBERTS. That \$40,000 is for all incidental and contingent expenses.

Mr. TAWNEY. What incidental and contingent expenses can there be merely in the receipt and assaying of ore and bullion?

Mr. ROBERTS. All the cost of heating and lighting and all the materials that are used in the conduct of the office.

Mr. TAWNEY. The office only required \$10,000 for the fiscal year 1905, when it was an assay office?

Mr. ROBERTS. It was a very much smaller building. We have been in the new mint all of the year.

Mr. TAWNEY. Does that include heating and lighting?

Mr. ROBERTS. Yes, sir.

Mr. TAWNEY. That \$40,000 is paid out of that?

Mr. ROBERTS. Yes, sir.

Mr. TAWNEY. How much is smelter's and refiner's wastage and loss on sale of sweeps?

Mr. ROBERTS. There has not been any of that, of course.

Mr. TAWNEY. How much does that usually amount to in the operation of a mint? What percentage as compared with the other incidental expenses?

Mr. ROBERTS. It is small. It depends on the amount of coinage, of course.

Mr. TAWNEY. Some of that must have been intended to be covered by this \$40,000.

Mr. ROBERTS. Yes.

Mr. TAWNEY. You do not know whether this \$40,000 has been expended or not?

Mr. ROBERTS. It is not all expended. I know that.

Mr. LITTAUER. Has it not been customary to include the contingent expenses of an institution like this together with the melter's and refiner's waste?

Mr. ROBERTS. It depends altogether upon the amount of work.

Mr. TAWNEY. Could you not estimate specifically for fuel and light?

Mr. ROBERTS. Yes, you could do that, but there is a great variety of incidentals.

Mr. TAWNEY. Yes, but heat and light are fixed charges, and it is reasonably easy to arrive at the amount, and it is better administration, is it not, to appropriate specifically for items which can be ascertained in advance?

Mr. ROBERTS. You can not determine exactly what it will cost to heat a large building in advance, because it depends on the weather.

Mr. TAWNEY. You can not do it exactly, but we do it in all the public buildings here, in the schools in the city of Washington; and in the Federal buildings here we estimate for heat and light. I notice the items running all through the appropriations.

Mr. ROBERTS. If you made that appropriation specific you would have to make it large enough to cover the most unfavorable conditions.

Mr. TAWNEY. Certainly.

Mr. ROBERTS. And if you divide that appropriation up and make a great many items specific, and make each one large enough to cover the maximum, you would have a larger appropriation than you do now.

Mr. TAWNEY. That is true under the present administration of the Mint, but we might have an administration where if the appropriations were specific they would be much less. [Laughter.]

Mr. ROBERTS. All these accounts are carefully audited.

Mr. TAWNEY. That is true; but where such wide latitude is allowed, such discretion allowed in the disbursement, it is a very easy matter to pass an account and have an account passed.

Mr. ROBERTS. There is no special reason, no inducement, certainly, for the superintendent of a mint to expend any more money for heating and lighting than is necessary.

Mr. LITTAUER. But there are a great many other contingent expenses—little expenses—besides those?

Mr. ROBERTS. I know; but you can not very well make them specific.

Mr. LITTAUER. Do you not think your estimates for both the wages of workmen and adjusters and these contingent expenses for 1907 are too great?

Mr. ROBERTS. I do not think the contingent expenses could be reduced this year.

Mr. LITTAUER. You have asked for \$50,000 to increase it?

Mr. ROBERTS. Yes, but this is practically the first year of coinage there. The question whether we will ship the receipts of the western offices to the Denver mint or not is yet undetermined.

Mr. TAWNEY. Will any part of this unexpended balance for the current fiscal year be available for next year's contingent expenses?

Mr. ROBERTS. No, sir; it will lapse to the Treasury at the end of this year. I presume that that appropriation for wages will be somewhat larger than we need. I think we will turn back some.

Mr. LITTAUER. Do you not think you will need only the same amount as this year? You calculated this year that \$115,000 would be sufficient for the wages of workmen and adjusters.

Mr. ROBERTS. We said that about the 1st of July, but we did not expect to get in a full year of coinage.

Mr. TAWNEY. Have you gone over, personally, these estimates and made them up yourself?

Mr. ROBERTS. Yes; I have gone over them and reviewed them. They are made originally by the heads of the institutions, and then they have been gone over by me and somewhat reduced.

Mr. TAWNEY. So that they represent your judgment?

Mr. ROBERTS. Yes; they do. The Denver mint appropriations have been very much cut below the estimates submitted by the officers. Of course, that does not signify much. They think they ought to have as much money there as anywhere.

Mr. LITTAUER. What experience have they?

Mr. ROBERTS. Not any, and so they are very much cut.

#### MINT AT NEW ORLEANS, LA.

Mr. LITTAUER. Now, for the mint at New Orleans the estimate is the same as for the current year—\$42,800. How much has been going on there?

Mr. ROBERTS. Not a great deal.

Mr. LITTAUER. What character of work?

Mr. ROBERTS. Subsidiary coin.

Mr. LITTAUER. By the end of the year will you use up the entire \$42,800 for wages of workmen and adjusters?

Mr. ROBERTS. We have been running steadily since the 1st of July. Whether or not we will have enough work to run it for the rest of this fiscal year I do not know. If we do we will use it up.

Mr. TAWNEY. Would it involve a great deal of labor, Mr. Roberts, to furnish the committee with a statement of the amount paid out for fuel and lighting during the last fiscal year?

Mr. ROBERTS. You will find all those items in my report if you will refer to it. All these incidentals are shown in the report of each of the mints. The book is indexed, so that you will have no trouble in finding them.

Mr. LITTAUER. Has the work of the mints been sufficient to keep the cost of coinage in general down to its previous cost?

Mr. ROBERTS. No; we have too many mints. That is the plain truth about it, Mr. Littauer, as I have stated to this committee before.

Mr. LIVINGSTON. We will take out some of yours in the West and East. Do not be striking at New Orleans all the time. [Laughter.]

Mr. ROBERTS. We are doing our minor coinage now entirely. Formerly we bought the blocks or disks already to go into the coinage press for the one and five cent pieces. We are now saving from that expenditure.

Mr. LITTAUER. All the material used at New Orleans has to be shipped there?

Mr. ROBERTS. Yes.

Mr. BURLESON. Which of these mints could be dispensed with, Mr. Roberts?

Mr. ROBERTS. New Orleans, of course, is the one that has the poorest location.

Mr. LITTAUER. You mean by that it is away from the sources of supply and material?

Mr. ROBERTS. Yes. The mints at San Francisco and at Denver and at Philadelphia make an ample system.

#### MINT AT PHILADELPHIA, PA.

Mr. LIVINGSTON. Have you much mining territory around Philadelphia? [Laughter.]

Mr. ROBERTS. Well, if I were going to plan the mint service again I would have the Philadelphia mint in New York and then consolidate that with the assay office in New York; but of course we have already the mint in Philadelphia.

Mr. LIVINGSTON. Can we not sell out that thing?

Mr. ROBERTS. We have over \$2,000,000 invested in it.

Mr. BURLESON. Have you any more assay offices than there is necessity for?

Mr. ROBERTS. We have so stated a number of times in our reports.

Mr. BURLESON. How many could be dispensed with?

#### ASSAY OFFICE AT ST. LOUIS, MO.

Mr. ROBERTS. We have recommended that the office at St. Louis could be dispensed with.

Mr. BURLESON. Are there any others in the South that could be discontinued?

Mr. LITTAUER. We have fought this question out ever since I have been on the committee, and tried to see where we could save something; but there is no use in trying to run up against the local influences when a Government establishment is once founded.

#### MINT AT SAN FRANCISCO, CAL.

Now, under the San Francisco mint I see you want to increase the amount available for clerks and employees from \$37,000 to \$40,000. Why is that?

Mr. ROBERTS. That is simply to put some more people into that class. It is not an addition to the force at all, or an addition to the salary of anybody. I think the telephone operator was taken out of the workmen class and put in there, as well as others, on the suggestion of the Auditor. The total appropriation is not increased.

Mr. LITTAUER. It will not cost the United States any more to make that change?

Mr. ROBERTS. Not a cent more.

## MINT AT PHILADELPHIA, PA.

Mr. LIVINGSTON. I want to ask you about the Philadelphia mint before you get too far away from it. Were all this class of employees busy in the last year?

Mr. ROBERTS. No; we laid them off two months, and did not pay them during that time. It was a reduction of their pay to that extent for the year.

Mr. LIVINGSTON. It is a kind of civil pension business there. You can furlough them, but you do not want to dismiss them?

Mr. ROBERTS. You have to have a certain organization. You can not lay skilled people off indefinitely.

Mr. LIVINGSTON. I want to suggest to you that you might cut all along the line in these assay offices and mints and thereby reduce expenses very much. If men are not busy they ought not to be paid.

Mr. TAWNEY. Are they paid when they are furloughed?

Mr. ROBERTS. No, sir. They were laid off two months—the entire force—without pay.

Mr. LITTAUER. You can take off the Denver a few months, and San Francisco and Seattle, and save money, and still keep up the institutions?

Mr. ROBERTS. Yes. The Philadelphia mint was busy for ten months in the year, largely on coppers and 5-cent pieces.

Mr. LIVINGSTON. My opinion is that you put a great deal of bullion into coin that you ought not to put into it. You might just as well have bullion lying in the Treasury instead of coin for that one hundred and fifty millions of reserve. All the export gold ought not to be exported as coin. It ought to be exported as bullion, and they want it that way.

Mr. ROBERTS. I have stated in my reports several times that we had a great deal more coinage of gold than is necessary. Whenever there is a demand for gold for export it is for bullion. But you can not issue gold certificates against gold bullion under the law.

Mr. LIVINGSTON. Would you recommend a change of the law to that effect?

Mr. ROBERTS. I have recommended it in my reports last year and this year.

## ASSAY OFFICE AT BOISE, IDAHO.

Mr. LITTAUER. In the assay office at Boise, Idaho, you submit an increase of pay to the chief clerk?

Mr. ROBERTS. Yes. We have a very good man there, and he is talking about leaving us all the time, and I doubt if we could get as good a man to replace him.

Mr. BURLESON. Could not that place be discontinued altogether?

Mr. ROBERTS. It is a question of governmental policy.

## ASSAY OFFICE AT NEW YORK.

Mr. LITTAUER. Then, at the assay office at New York, you submit an increase of the cashier from \$2,000 to \$2,500. Why?

Mr. ROBERTS. That is a very important position, Mr. Littauer. That man handles a great many millions in a year.

## ASSAY OFFICE AT BOISE, IDAHO (AGAIN).

Mr. TAWNEY. You say this man at Boise, Idaho, is a good man, and you will doubtless lose him unless his salary is increased. Can you not get another man competent to do the work at the salary fixed by law?

Mr. ROBERTS. I think it is doubtful to get another man competent to do his work at \$1,400. He is the responsible head of that office. He has been there for many years. The man who always holds the Presidential appointment depends upon him to a great extent.

Mr. LITTAUER. Is not the assayer the responsible head?

Mr. ROBERTS. The man who wears the title of assayer is not the assayer in any of these offices. The man denominated as the head of the office has never been an assayer. He is the man whom the Senator or Congressman of the State asks to have appointed. He is appointed by the President.

Mr. BURLESON. That office, then, could really be dispensed with, could it not, without injury to the public service?

Mr. ROBERTS. All of these offices could be dispensed with.

Mr. TAWNEY. It is for Congress to dispense with them.

Mr. BURLESON. Yes; but I am trying to get at the question whether it could be dispensed with without injury to the public service.

Mr. ROBERTS. It is a convenience and an advantage to the miners of the State of Idaho to have the office there.

Mr. BURLESON. I am speaking of the officer called the assayer.

Mr. ROBERTS. You can not do away with—

Mr. BURLESON. You say he is not an assayer?

Mr. ROBERTS. He is the responsible head of the institution.

Mr. BURLESON. You say that the assistant assayer is really the head of the office, or the chief clerk?

Mr. ROBERTS. The chief clerk is the experienced man. The head of the office is changed from time to time. That is our experience.

Mr. BURLESON. Could that officer be dispensed with without injury to the public service? I ask you the direct question: Could he?

Mr. ROBERTS. Oh, no, sir; you would have to have somebody in his place. You would have to have a man at the head of the institution.

Mr. LIVINGSTON. Suppose you make the chief clerk the head of it?

Mr. ROBERTS. Yes; make the salary the same as the head.

Mr. TAWNEY. Then he would be the responsible head.

Mr. LIVINGSTON. You might change the law.

Mr. TAWNEY. Yes, you might.

## ASSAY OFFICE AT NEW YORK.

Mr. LITTAUER. The assayer at New York does responsible work?

Mr. ROBERTS. Yes; I think there is no paying teller in New York that does not get more than that. An error was made there, probably by his assistant, which cost several hundred dollars, and when it comes out of a salary of that kind it is a very serious matter. I ask that it be made \$2,500, which is what the cashier gets in Philadelphia, and he does not do as much work.

Mr. LITTAUER. Or as much responsible work?

Mr. ROBERTS. No; if you go into the assay office in New York any

day you will see a line of men waiting to be paid money, and he pays it out while they wait. There is a chance of error there, and a risk.

Mr. LITTAUER. You also desire a larger sum for the clerk and employee hire in the New York office?

Mr. ROBERTS. That is because the office is crowded with business.

Mr. LITTAUER. It is an office that does a great amount of business, and ought to have ample provision made for it?

Mr. ROBERTS. Yes; it ought to. It is a very important office.

Mr. LITTAUER. So that all your expenses for incidental and contingent expenses and also for wages are estimated for on an accurate basis?

Mr. ROBERTS. Yes; every dollar that is spent there is earned.

Mr. TAWNEY. Why should incidental expenses necessarily increase by an increase of business?

Mr. LITTAUER. It is increased \$2,500.

Mr. ROBERTS. Well, it does. The acids and chemicals used, and fuel, and so on; melting furnaces, and so on. I would like to speak of another employee of that New York office, the assistant weigh clerk. It is not submitted here, because I thought if we asked for both him and the cashier we would not get either. It is an important place. He gets \$1,600 a year.

Mr. LITTAUER. What is your recommendation?

Mr. ROBERTS. \$1,800.

Mr. TAWNEY. Is he as important as the assayer's computation clerk?

Mr. ROBERTS. Yes; he is. That is the weighing end of the bullion from depositors.

#### ASSAY OFFICE AT ST. LOUIS, MO.

Mr. LIVINGSTON. Are you going to leave St. Louis here?

Mr. ROBERTS. The St. Louis office is one that we have recommended a great many times to be done away with because it does a very small amount of business and receives very little bullion from original sources; but the Department has got a little tired of recommending the abolition of offices. One of the principal depositors of the St. Louis assay office lives at Cincinnati and buys old jewelry and ships it out to St. Louis, and then we ship it from St. Louis to Philadelphia. It is a little cheaper for him to ship it to St. Louis than to Philadelphia.

Mr. TAWNEY. How much business do they do in a year?

Mr. ROBERTS. I think their receipts last year were about \$400,000. It was larger than that year than the year before.

Mr. LITTAUER. That is the smallest of any?

#### ASSAY OFFICE AT CHARLOTTE, N. C.

Mr. ROBERTS. No; Charlotte, N. C., is the smallest.

Mr. LITTAUER. How much at Charlotte?

Mr. ROBERTS. They usually get about \$250,000 a year there.

Mr. LITTAUER. Which three assay offices could best be dispensed with in the interest of the Government—Charlotte, St. Louis, and which other one?

Mr. ROBERTS. Well, I suppose Deadwood.

Mr. LITTAUER. Whatever goes to Deadwood could as well go to Boise?

Mr. ROBERTS. No; to Denver.

**Mr. LITTAUER.** How much is deposited at Deadwood?

**Mr. ROBERTS.** Very nearly a million. It has been growing for some years.

**Mr. BRICK.** How much is deposited at Boise?

**Mr. ROBERTS.** I think a little under two millions.

TREASURY DEPARTMENT,  
OFFICE OF DIRECTOR OF THE MINT,  
Washington, February 14, 1906.

Hon. L. N. LITTAUER,  
*House of Representatives.*

SIR: Responding to your request I submit below a statement of the expenditures made in the first six months of the current fiscal year from the appropriations for the support of the mint at Denver:

Appropriations for the year ending June 30, 1906:

Salaries .....	\$38, 250. 00
Wages .....	115, 000. 00
Contingent expenses.....	40, 000. 00
Total .....	<u>193, 250. 00</u>

Expenditures, six months to January 1, 1906:

Salaries .....	17, 487. 22
Wages .....	27, 886. 86
Contingent.....	11, 246. 93
Total .....	<u>56, 621. 01</u>

Only five additions had been made to the salary roll up to January 1, 1906, to wit, coiner, assistant melter and refiner, assistant assayer, cashier, and one clerk. Of these the coiner and cashier are the only ones the necessity for whose appointment at the time can be questioned in view of the date when coinage operations were actually reached.

The assistant melter and refiner was transferred from the Philadelphia mint and was needed to superintend the equipment of the refinery.

The assistant assayer was needed by reason of the increasing deposits of the institution, which rose from \$13,283,763.75 in the fiscal year 1904 to \$22,252,205.26 in the fiscal year 1905 and to \$27,612,638.25 for the calendar year 1905.

The additional clerk was required by the increase of work in the superintendent's office due to the work connected with the disbursements for and installation of equipment, which has cost approximately \$300,000.

The appointments of coiner and cashier were made in expectation that coinage operations would be reached at an earlier date than has been realized. The delays were of the kind incidental to starting a large plant of this character where many contracts were involved. I would like to add, in further reply to Mr. Tawney's inquiry as to whether penalties had been imposed upon the contractors for delays, that in some degree the delays were chargeable to changes made in specifications. The most important cause of delay was a change to oil-burning annealing furnaces, which are confidently expected to prove a great improvement over coal or gas furnaces.

While the appointments of coiner and cashier would not have been so soon if these delays had been anticipated, the coiner has been enabled to be present while his department was being equipped, and the cashier has been of assistance in checking and looking after the numerous payments on account of equipment, all of which was new work in the office.

The remainder of the increase in disbursements for salaries is accounted for by advances in the pay of officials and clerks to bring their compensation into harmony with the scale paid in the other mints. These men have been performing practically the same service that they will be under coinage operations. The work of the calculating clerks is the same. The chief clerk has had as much responsibility while the work of installation was going on as he will have under coinage operations. The responsibility of the superintendent in seeing to the proper execution of machinery contracts has been as great as it will be under the routine operations of the mint. The melter and refiner has \$30,000,000 worth of bullion charged to him, and it is not believed that his compensation is excessive.

While to a casual visitor it might seem, as you say, that there were a number of officials not very busy, the law contemplates a certain division of responsibility and provides for officials to maintain it.

I shall be pleased to supply any further details that may be desired.

The detailed statements of expenditures for the several offices of the service will be found on pages 146 to 151 of the report of the Director of the Mint for 1905.

Respectfully,

GEO. E. ROBERTS, *Director of the Mint.*

**THE MINT OF THE UNITED STATES AT PHILADELPHIA,  
Superintendent's Office, February 14, 1906.**

Hon. L. N. LITTAUER,

*Chairman Subcommittee on Appropriations,  
House of Representatives, Washington, D. C.*

DEAR SIR: After leaving the committee room and before starting for Philadelphia yesterday I sent you a hurried letter giving a statement of the expenditures for the first six months of the current year from the appropriations for the Denver mint. In doing so I said that aside from the five additions to the salary pay roll the increased disbursements from that appropriation were all due to increased salaries. I have since recalled that certain clerks who had previously been paid per diem from the "other clerks and employees" division of the workmen fund were, on last July, transferred to the salary roll. The actual additions to the list of officials and clerks were, however, only the five cases named.

In considering the increased expenditures from the workmen fund and from the contingent fund for these six months, it should be remembered that we have moved into the new building, which, compared with the old building, requires much more care to keep it in order and a larger force of employees to run the heating and lighting plant, and, in general, to conduct the business there.

The increased deposits of the last year were also to be considered, and the force of laborers, machinists, etc., engaged in the installation of the equipment.

In my letter yesterday I referred briefly to the division of responsibility which the law contemplates in the mint organization. Permit me to explain this further. There are four Presidential appointees in each mint: Superintendent, melter and refiner, coiner, and assayer. Each presides over a department which has a considerable degree of autonomy. The assayer must certify to the value of every deposit, and his own calculation clerk must make the figures. The superintendent has a calculation clerk who duplicates this calculation. The warrant clerk must check these figures by a calculation of his own, and finally the abstract clerk, who prepares the papers for Washington review, himself examines each transaction. While these clerks do not follow precisely the same methods, the effect is to give four reviews of each payment. The object, of course, is to protect the Government against collusion to defraud. The system is an old one and rather cumbersome, but the task of changing governmental methods, particularly when an alteration of the law is required, is a difficult one.

Every assay is made independently by two assayers.

This multiplication of work, as compared with the method a private firm would follow, makes the number of officials and clerks seem large. Whether they are all fully employed or not, the force can not be reduced without changing the whole scheme of organization and abandoning some of the checks.

The Denver establishment, which has for many years been an important one, has always maintained in part the organization of a mint. It has always had a melter of Presidential selection. It has always had the mint system of checks on calculations. For this reason the actual additions to the force up to January 1, 1906, were few. Payments had previously been made by the superintendent himself or chief clerk, but in view of their new duties entailed by the work of installing machinery and looking after contracts, the appointment of a cashier was urged and assented to. The prospective coiner was anxious to have something to say about the installation of his department. The other appointments were clearly required, and if it were possible to go over with you the duties of each man in the mint when you visited it, I believe you would agree that, with the possible exceptions named, there were no people not required by the system.

Respectfully,

GEO. E. ROBERTS,  
*Director of the Mint.*

TUESDAY, February 13, 1906.

INDEPENDENT TREASURY.

STATEMENT OF MR. CHARLES H. KEEP, ASSISTANT SECRETARY  
OF THE TREASURY.

ASSISTANT TREASURER AT BALTIMORE, MD.

Mr. LITTAUER. Look at the bill, Mr. Keep, under the Independent Treasury, page 103 of the bill. There is no change under Baltimore.

Mr. KEEP. The assistant treasurer at Baltimore came to see me a day or two ago, and submitted a letter dated January 30, 1906, and he now asks an increase of force, due largely to the fact that the pension agent at Washington is doing all his business through the Baltimore subtreasury, and it throws an immense amount of labor on that office.

Mr. LITTAUER. Where was that formerly done?

Mr. KEEP. It was divided between the Treasury here and the sub-treasuries at New York and Baltimore.

Mr. LITTAUER. Who directs that it be done all at Baltimore?

Mr. KEEP. The Pension Office. They claim it saves them a large amount of labor to do their work through one office instead of through three. They used to have the sorting of the vouchers to do in order to have the proper check books. Now the checks are all on one office. There are some 65,000 a quarter.

Mr. LITTAUER. What are the increases he asks for?

Mr. KEEP. I have his letter here which I will file with the committee. He asks for an increase of three clerks—two at \$1,600, and one at \$1,400.

Mr. LITTAUER. What would their duties be in connection with pensions?

Mr. KEEP. The checks come to the office for payment and have to be paid. They come in batches from the banks, and the indorsements have to be examined on the backs of the checks. When paid they have to be sorted by serial numbers, and they are retained permanently in the office of the Assistant Treasurer. But the Treasury frequently has occasion to call for those checks in connection with examinations in pension matters, where fraudulent payments are made, and so on.

Mr. LITTAUER. Do you not think these are high-class clerks for that class of work?

Mr. KEEP. So far as the work of examining the indorsements on the checks and paying them is concerned, it is; but the rest of it is not. I do not myself think that three clerks are necessary.

Mr. LITTAUER. What has the Department to recommend to us in this connection? You say this is the recommendation of the Assistant Treasurer. You of course know better than we.

Mr. KEEP. I think if he got one \$1,600 clerk and one at \$1,000 it would be sufficient.

Mr. LITTAUER. That is my idea. Now, have you anything from Boston?

Mr. KEEP. At Boston there is no change.

## ASSISTANT TREASURER AT CHICAGO, ILL.

Mr. LITTAUER. Now, at Chicago?

Mr. KEEP. Chicago sent in their estimates to the Department, in which there are the usual changes of designation in offices and increases of salary. But what increases of compensation there are I put in a year ago. There is a pretty good ground for some of them. The Chicago office is growing faster than the other subtreasuries, and it is now in a class by itself. It is distinctly second only to New York. I have the letter of the assistant treasurer here, with some very brief figures, showing the growth of the business of his office during the last year.

Mr. LITTAUER. Do you recommend to us all these increases of salary?

Mr. KEEP. The Department, in examining the estimates submitted to it outside of Washington and by Presidential officers, considers that the recommendations of the officers should carry great weight. We have generally confined ourselves, in revising the estimates submitted by assistant treasurers, to shutting out increases of salaries that place one office on a different footing from the others, but we usually allow their estimates of increase of force.

In this case we have passed some increases of compensation here that would put Chicago out of line with the other subtreasuries. But the business of the office there is entirely out of proportion to the others, except New York. I think it is an extremely well-conducted office, and both the assistant treasurer and the cashier are very excellent public officers. There is a financial responsibility attached to these offices that is quite a serious matter, and it has proved so in the case of the assistant treasurer at Chicago in the past year. For example, they are obliged to redeem immense quantities of silver coin. The Chicago office has more of that, I think, than any office except New York. They count that coin in such a way that they can not see both sides of the coin. Their force is not sufficient to turn over both sides and examine both sides of the coin. In that way they pass and redeem and pay for silver coin that they should not take, and when the Treasury Department comes to examine the coin and gets sight of the other side they throw it out. The assistant treasurer has to get back as much as he can from the employees who do it.

Mr. LITTAUER. How much did you throw out last year?

Mr. KEEP. One thousand six hundred dollars.

Mr. LITTAUER. That was assessed upon the employees?

Mr. KEEP. Yes; the real loss to them would be reduced to about half that, because the bullion value of what they redeemed erroneously was only about half that.

Mr. LITTAUER. What is that in New York?

Mr. KEEP. I have not examined as to New York. We might find a great deal of the same kind.

Mr. LITTAUER. It falls on the outgoing assistant treasurer?

Mr. KEEP. Yes. We examine the office when the officer changes, and we also examine unexpectedly at times, and it was during the course of one of these special examinations at Chicago that there were 63,000 standard silver dollars rejected by our examiners in Chicago. That led to the revision of the regulations as to what silver coin might and might not be taken; and those 63,000 were

examined in the light of the revised regulations, and the amount thrown out was only \$1,600. They were examined piece by piece here in Washington.

Mr. LITTAUER. From past experience, when an assistant treasurer goes out, is there always a readjustment of accounts to be made on account of this loss?

Mr. KEEP. There is almost always something to adjust. There is almost always some coin that the retiring assistant treasurer asks his successor to take, and the successor can not receipt for.

Mr. LITTAUER. So that every retiring assistant treasurer, as a rule, has to reimburse something to the Government?

Mr. KEEP. Usually.

Mr. LITTAUER. Does it usually add up to \$500?

Mr. KEEP. I could not afford you much idea of what it amounts to. Since I have been here there have been few changes, you know.

Mr. LITTAUER. Outside of increases of salary—I suppose he comments on that there in the letter which you are going to leave here?

Mr. KEEP. Yes. He says there have been few increases since 1897—in the last eight years.

Mr. LITTAUER. For increase of force he now asks for but two—one at \$2,000 and one at \$1,800?

Mr. KEEP. Yes. One is the chief bookkeeper and the other is a teller—exchange teller. They are both very responsible positions.

Mr. LITTAUER. That work is now being done by some other clerks?

Mr. KEEP. Yes.

Mr. LITTAUER. Do you think the increase of work there warrants the additional force? We have been giving this office since 1903 an addition of 15.

Mr. KEEP. The growth is enormous. The growth of business last year was 17 per cent.

Mr. LITTAUER. Does growth of business mean growth of detail in this connection—more work performed?

Mr. KEEP. Yes, sir; entirely. One item they have in Chicago, which far exceeds that at any other subtreasury, is the receipt of money at small post-offices, which comes in minor and miscellaneous accounts and has to be accounted for, and the signing of certificates of deposits from postmasters is very laborious.

#### ASSISTANT TREASURER AT CINCINNATI, OHIO.

Mr. LITTAUER. Now turn to the assistant treasurer at Cincinnati. No change appears there except to raise the salary of the cashier.

Mr. KEEP. That is to be done, I think. There is no other second officer at any subtreasury that receives less than \$2,500 except that at Cincinnati. That office corresponds to New Orleans and Baltimore.

Mr. LITTAUER. Is Cincinnati falling backwards, or is it keeping up with its work?

Mr. KEEP. It is growing, but not as rapidly as some of the other subtreasuries. As you know, the assistant treasurers come and go, but the second man in the office stays, and is oftentimes a very important man in the organization; and this is the only man who is not receiving \$2,500. It does not seem to be a large compensation for the second in charge of a subtreasury.

Mr. LITTAUER. At New Orleans all you ask for is an additional \$100 for a messenger.

## ASSISTANT TREASURER AT NEW YORK.

Then we come to New York.

Mr. KEEP. I have a letter of February 8 from the assistant treasurer, in which he says you may drop one of his assistant tellers, at \$1,800, reducing the number to nine.

Mr. LITTAUER. Are there any other changes in that office?

Mr. KEEP. No other changes.

Mr. LITTAUER. Is that office well manned?

Mr. KEEP. I think so. The assistant treasurer does not go into details in this case, but I think it is probably a case of superannuation, where there is a vacancy, and the position is dropped.

Mr. LITTAUER. Are there any others of these assistant treasurers that you want to call our attention to?

## ASSISTANT TREASURER AT SAN FRANCISCO, CAL.

Mr. KEEP. The one at San Francisco. The increase of force asked for should certainly be granted.

Mr. LITTAUER. Is there an increase of work?

Mr. KEEP. Yes; an increase of work. The banks have made very serious complaints that the business was not properly handled, and I have been out there and have seen the office, and I am satisfied they need the force which they ask for.

Mr. LITTAUER. Will this force in the ordinary course of events be a permanent one or only temporary?

Mr. KEEP. Permanent. The letter of the assistant treasurer at San Francisco makes the matter very clear.

## SALARIES OF SPECIAL AGENTS.

Mr. LITTAUER. How do you spend this amount of \$3,000 for salaries of special agents?

Mr. KEEP. That is money used for special examinations of sub-treasuries that I referred to a moment ago.

Mr. LITTAUER. At the time of changes?

Mr. KEEP. Yes; when we examine an office like San Francisco and have to send people out there. It could not be much less. It is not excessive. We have frequently to throw over examinations that we would like to make into the next fiscal year.

---

OFFICE ASSISTANT TREASURER OF THE UNITED STATES.  
Baltimore, Md., January 30, 1906.

The SECRETARY OF THE TREASURY,  
Washington, D. C.

SIR: At the time of making up the estimate for salaries of this office for the fiscal year ending June 30, 1907, I find that I should have estimated for a considerable increase in the force of this office. I was so desirous, however, not to ask for more than was absolutely necessary that, after several conferences with the cashier on the subject, it was thought that by sacrificing a portion of

the annual leave allowed the clerks under the law the business might be carried on for another year with the present force.

Since the estimate was sent in the work of the office has already grown far beyond what was anticipated at the time, and promises to expand to such an extent that I am now compelled, for the good of the service, to present the urgent necessity for an immediate increase in the working force.

In this connection, and to give some idea of the present situation experienced here, I invite attention to the increase in the business, as shown by a comparison of the receipts and disbursements for the fiscal years ending June 30, 1903, 1904, and 1905, respectfully, to wit:

1903	\$108,450,949
1904	121,493,621
1905	161,316,652

During my incumbency the business has increased over \$50,000,000. The volume of business in 1904 was entirely sufficient to fully employ the present force of this office. In the fiscal year of 1905 the handling of an increase of nearly \$40,000,000 was accomplished only by requiring the force to work longer hours and under greater strain than is compatible with the health of the men and the safe and satisfactory conduct of the public business.

The work of redeeming coin and currency is increasing all the time. For example, the currency unfit for circulation received here during the current month, counted, assorted, and shipped to the Department for redemption has been over \$2,000,000. More than two-thirds of this amount was received in notes of the denominations of ones, twos, and fives. The coin receipts have also greatly increased, since the 1st of the current month aggregating, in silver coin, nearly \$400,000 and in minor coin (nickels and pennies) over \$70,000.

Since the annual estimate was sent in the account of the United States pension agency at Washington has been increased from less than 15,000 to 50,000 checks paid per quarter, over 40,000 having been paid on this account during the last month alone. The pension agent has advised that all his checks, amounting to some 65,000 per quarter, which have hitherto been drawn upon and paid at the New York and Washington offices, will hereafter be drawn on this office, aggregating a disbursement of some \$9,000,000 per annum to be paid here, for the most part in checks of small amounts, viz, \$12, \$18, \$24, and \$36. The work of examining indorsements, paying, entering on the cash book and ledger, cancelling, arranging in numerical order, listing, and reporting to the pension agent the regular monthly statements of his account and balances, etc., is employment in itself for at least four efficient clerks and tellers working constantly.

The account for the service of the Post-Office Department has been growing for several years, so that where about 4,000 warrants were paid annually nearly as many are now paid monthly. The increase in this item alone is sufficient to occupy the entire time of at least one experienced clerk.

To handle with promptness and safety this greatly increased and increasing business, this office should have really an addition of five experienced and competent tellers. I would hesitate to attempt it with less than this number, added to those already employed here, were it not for the exceptional zeal and efficiency—the outgrowth of years of experience—of the cashier and the paying teller. Although their manifold duties and responsibilities have been multiplied many times and are still multiplying, the salaries are the same as when this office was first established and when the aggregate of receipts and disbursements was less than one-fifth of the present volume. Their compensation is much below that commanded by similar qualifications in the banks and trust companies of this city and elsewhere. The business of this office requires now, more than ever before, the services of such trained and competent officials. Therefore, as a matter of justice and recognition of merit, I have the honor to recommend that the compensation of the cashier be increased from \$2,500 to \$3,000 per annum and that of the paying teller from \$1,800 to \$2,500 per annum, and, for the good of the service, the increase of the force of this office as follows, viz, three clerks, each competent to perform the duties of teller, with compensation of \$1,600 per annum for two and \$1,400 per annum for one.

Respectfully,

A. LINCOLN DRYDEN,  
Assistant Treasurer United States.

OFFICE ASSISTANT TREASURER OF THE UNITED STATES.  
*Cincinnati, Ohio, November 24, 1905.*

The SECRETARY OF THE TREASURY,  
*Washington, D. C.*

SIR: In submitting the estimate of appropriations for this office for the next fiscal year I have placed the salary of Mr. C. K. Stout, the cashier, at \$2,500 per year, to correspond with the salaries of the cashiers in other subtreasuries, and respectfully ask that it may be approved by you.

The designation of day and night watchman do not correspond with their duties, and I would ask that Edward J. Miller's title be changed to day watchman, as he is on duty during the day, and Joseph A. Morris's title be changed to night watchman, as his duties are from 11 p. m. to 7 a. m.

Respectfully,

C. A. BOSWORTH,  
*Assistant Treasurer.*

OFFICE ASSISTANT TREASURER OF THE UNITED STATES.  
*St. Louis, Mo., October 10, 1905.*

The SECRETARY OF THE TREASURY,  
*Washington, D. C.*

SIR: I beg to forward herewith my estimate of appropriations needed for the office for the fiscal year ending June 30, 1907.

I have recommended that some of the titles be changed, so as to more clearly indicate the work performed.

I have asked for two watchmen to alternate with the one already provided, as at present the men holding the position of coin counters have necessarily been assigned to duties of watchmen, which, taken in consideration with their very exacting work during the day, makes a too severe call upon them.

Some increases of compensation have been asked for, and I would especially refer to the propriety of the \$100 increase in the salaries of the coin counters, who must be men who are expert and rapid in this work.

I would also recommend, as I have in the past, the increased compensation recommended for the cashier and chief clerk, whose position, besides requiring the work incident to it, also carries the work and responsibility of vault clerk, a clerk who in most of the other subtreasuries receives a salary of \$1,800 or more. I recommend most urgently that this well-merited increase be granted.

Respectfully,

T. J. AKINS,  
*Assistant Treasurer United States.*

OFFICE ASSISTANT TREASURER OF THE UNITED STATES,  
*San Francisco, Cal., October 5, 1905.*

The SECRETARY OF THE TREASURY,  
*Washington, D. C.*

SIR: I respectfully inclose herewith "Estimate blank No. 1," being "Estimates of appropriations, fiscal year ending June 30, 1907," and showing the amount appropriated for the service of this office during the fiscal year ending June 30, 1906.

I am now obliged to ask that this office be allowed the services of two additional coin counters, at a salary of \$900 per annum each, whose specific duty shall be the examining and counting of moneys deposited here for redemption and exchanges.

The deposits of moneys here for redemptions and exchanges have increased so much that, in order to comply with the law, special arrangements were made with the superintendent of the United States mint, this city, that we might be furnished with additional help, temporarily and from his office, to assist in handling and counting these moneys. Also, with your authorization, I accepted and paid for before examination and count many hundreds of thousands of dollars from responsible banks; also detailed those of my clerical

force who could be spared from their regular duties from time to time to assist in handling these moneys, and it is now an established custom for several of my clerks to work overtime, not alone during certain periodical occasions, but continually, in order to perform the work here. Yet in the face of my efforts, the bankers and others, especially in San Francisco, have complained, and are continually complaining, of the lack of accommodation afforded them by this office. It is a matter of public comment. That the just demands of these parties in interest have not been more insistent in their nature may be partially explained from the fact that they appreciate the conditions existing—at least, are satisfied, for the present, that we are doing the best possible in the circumstances.

The shipment of standard silver dollars, fractional and minor coins have increased many fold. These transactions are of daily occurrence. Several hours each day are necessary, with the limited force, in recounting such coins during the preparation of the several consignments, embracing, as they do, various amounts ranging from \$50 to \$1,000 in a sack. These are forwarded to destination either by registered mail or express, and there is a great deal of responsibility attached to the proper segregating, sacking, and marking.

The proper assorting of paid and canceled disbursing officers' checks, incident to rendering the respective one's statements of account, entails much work and care; this is frequently done after hours, since the day watchman and the messenger, assigned for this particular duty, together with other work, have to be called upon daily to assist in handling moneys and as set forth in the foregoing.

I do not ask for additional clerical help, anticipating relief in that respect by the coin counters in question, whose services will allow those who are now obliged to handle moneys as stated, more time to other work.

I respectfully ask your recommendation and such assistance as is consistent in securing for this office the relief asked.

Very respectfully yours,

JULIUS JACOBS,  
Assistant Treasurer United States.

OFFICE ASSISTANT TREASURER OF THE UNITED STATES,  
*Chicago, Ill., October 11, 1905.*

The SECRETARY OF THE TREASURY.  
*Washington, D. C.*

SIR: I beg to submit estimate of appropriations required for the service of the fiscal year ending June 30, 1907. I have asked for increases in the salaries of the following: Assistant treasurer, cashier, vault clerk, paying teller, assorting teller, silver and redemption teller, receiving teller, one clerk, to be known as "clearing-house clerk; one clerk, to be known as "certificate clerk;" four clerks, to be known as "coin, coupon, and currency clerks;" detective and hall man, messenger, and stenographer.

I have carefully considered the remarkable growth of the business of this office, its continuing development in volume and importance, the increased work and added responsibility arising therefrom, the salaries paid employees in other subtreasuries, and, because of such consideration, believe the requested increase in salaries to be just and proper.

I beg to repeat the statement made in my estimate of appropriations for last year, to the effect that there have been no increases in the salaries of this office since 1877, except as follows:

In 1897, an increase of the salary of the assistant treasurer of \$500; in 1902, an increase of the salary of the receiving teller of \$200 and of the assorting teller of \$300; in 1903, an increase of the salary of the stenographer of \$180.

I have also asked for additional employees, as follows: A change teller, at a salary of \$2,000 per annum, and a chief bookkeeper, at a salary of \$1,800 per annum, these positions being, in my judgment, required by the existing conditions of this office.

Respectfully,

Wm. P. WILLIAMS,  
Assistant Treasurer United States.

*Total cash receipts and disbursements.*

1904	\$593, 188, 140
1905	692, 531, 207
Gain	99, 343, 067

*Silver coin shipped.*

1904	\$13, 446, 143
1905	15, 053, 276
Gain	1, 607, 133

*Moneys received for redemption and exchange.*

1904	\$82, 157, 216
1905	106, 494, 294
Gain	24, 337, 078

OFFICE ASSISTANT TREASURER OF THE UNITED STATES,  
*Chicago, Ill., January 15, 1906.*

Hon. C. H. KEEP,

*Assistant Secretary of the Treasury, Washington, D. C.*

DEAR SIR: I beg to acknowledge receipt of your letter of the 12th instant. There was no inclosure in your letter, as stated by you, but as I have the printed estimate of appropriations I probably have the information which you intended to inclose.

I would say that on October 11, 1905, with the estimate of appropriations, I sent a letter submitting such estimate, asking for increases in salaries and extra force, and giving my reasons for asking such increases. I inclose a copy of such letter. I do not think I can add anything to the reasons stated therein for my request, except, possibly, that since making my estimate we have the published data of the Department for the last fiscal year, which I did not possess then, and this serves to emphasize the fact that the Chicago subtreasury stands pre-eminently in a class by itself, is as distinctively second in rank as New York is first, and that my recommendations for increases, both in salaries and working force, are both just and proper.

I inclose a slip compiled from the data above referred to, which shows some extraordinary figures, both in volume of business and in gains.

I assure you I will appreciate your kind offices in presenting to the subcommittee of the Appropriations Committee our request for substantial recognition.

Very truly yours,

Wm. P. WILLIAMS,  
*Assistant Treasurer United States.*

WEDNESDAY, February 14, 1906.

## WAR DEPARTMENT.

## OFFICE OF THE SECRETARY.

STATEMENT OF HON. WILLIAM H. TAFT, SECRETARY OF WAR,  
ACCOMPANIED BY MR. JOHN C. SCOFIELD, CHIEF CLERK, AND  
COL. CLARENCE R. EDWARDS, CHIEF INSULAR BUREAU.

## DISBURSING CLERK.

Mr. LITTAUER. Now, Mr. Secretary, we will turn to the Secretary's office, on page 136 of the bill. You ask for an increase of \$250 in the pay of the disbursing clerk, and you explain that the

disbursements in charge of this clerk are of such a character that the salary would only be commensurate therewith.

Secretary TAFT. I think that estimate was made on a basis of a comparison of what is paid to other disbursing clerks. He has a pretty heavy job.

Mr. LITTAUER. In the note there, on page 138, you say:

The increase in a number of employees has nearly doubled the duties and responsibility of the position. The disbursing clerk is a bonded officer, who, in addition to disbursing the salary, contingent, and stationery appropriations of the War Department, at Washington, also disburses the appropriations for the several national military parks. In other Departments the disbursing officer receives from \$250 to \$500 per annum more than the disbursing clerk of this Department, while his work and responsibility are fully equal to those of other disbursing clerks.

#### STENOGRAPHER.

Now we come to the next, to a stenographer, whom you seek to advance in salary from \$1,800 to \$2,000. Surely this stenographer must do other work than purely stenographic work?

Secretary TAFT. I have three stenographers in my office, and I work them nights and Sundays. The truth is that the increase of my business, growing out of Panama and the Philippines, is such that both the chief clerk, who assists me, and the stenographers and my private secretary and the messengers have to regulate themselves to very excessive hours, and this is the assistant to my private secretary.

Mr. LITTAUER. He does other work, then, besides purely stenographic work?

Mr. SCOFIELD. He is the acting private secretary when the private secretary is absent for any cause.

Secretary TAFT. He is a confidential clerk and stenographer.

Mr. LITTAUER. We want, if possible, to avoid stenographers at \$2,000. But will not any other caption do, consequently, than stenographer?

Secretary TAFT. I think I am entitled to an assistant private secretary in view of the many irons I have in the fire. Perhaps that may be forming a bad precedent. I do not know. This man is a very faithful man. I found him there. I did not bring him there.

Mr. LITTAUER. We at any rate understand the reason for it.

#### TWO CLERKS AT \$720.

The other promotions are from \$720 or two clerks to \$900.

Secretary TAFT. I am not at all familiar with that. Mr. Scofield is.

Mr. SCOFIELD. We have two clerks at \$720. They are the aftermath of the temporary appointments made during the war with Spain—that is, in the office of the Secretary of War. There are only 2 clerks left out of 70, and we find great difficulty when vacancies occur in these grades in getting satisfactory clerks at \$720 through the Civil Service Commission.

#### DETAILS OF CLERKS, ETC.

Mr. LITTAUER. In the submission of your estimate you have omitted the paragraph that "It shall not be lawful to detail clerks or other

civilian employees authorized for the office of the General Staff for duty, temporary or otherwise, in any office or Bureau of the War Department," etc.

Mr. SCOFIELD. That was not any intentional omission. It never has been in the estimate. It was a provision inserted by Congress in the appropriation bill last year, I believe it was, and I supposed it was to be continued.

Mr. LIVINGSTON. Your idea was that, being eliminated, the language would be effective all the same?

Mr. SCOFIELD. We did not eliminate it; it was not in last year's estimate, but it was put in the law; it was not put in the estimate this year, because it is not customary to include anything in the estimates for clerical force anything but the number of positions and salary and description of same. A similar provision has been in the appropriation for the Military Secretary's office for years, but if you will look in the Book of Estimates you will not find it included in the estimates.

Mr. LITTAUER. Mr. Chief Clerk, I notice there are very few submissions for increase force throughout the Department. Is there a great amount of detail from one Bureau to the other?

Mr. SCOFIELD. Absolutely none; I should say absolutely none.

#### DETAILS OF OUTSIDE CLERKS, OFFICE OF QUARTERMASTER-GENERAL AND SIGNAL OFFICE.

Secretary TAFT. I want to say, gentlemen, with respect to the War Department, that I have found it very well conducted. The statement here with regard to the Quartermaster's Department, made this morning, is entirely new to me. The Quartermaster's Department is the most likely to promote irregularities, because it is almost impossible to appropriate money for it without leaving the Quartermaster-General a good deal of discretion and the Depot Quartermasters a good deal of discretion in their disbursement. I have no doubt that General Humphrey's office has not sufficient clerical force. We have been trying to cut it down as much as we could. This business about these outside clerks I would stop. He can make the necessary application to you.

Mr. LITTAUER. We should have the estimates before us for all clerks necessary for the work in an executive bureau. There is no change here at all this year, and the reason for the lack of change led to a series of questions. Now we also meet, in connection with the Signal Office, a very similar state of affairs. I would like to call your attention in particular to this. On page 147 the law provides a limitation. It says:

The services of skilled draftsmen, civil engineers, and such other services as the Secretary of War may deem necessary, may be employed in the office of the Chief of Engineers to carry into effect the various appropriations for rivers and harbors, fortifications, and surveys, to be paid from such appropriations.

That is a specific permission for the employment of the named character of service from their appropriation. Now, the Signal Office is carrying on the same kind without specific allowance.

Secretary TAFT. Did you have General Greely in here?

Mr. LITTAUER. No. We had his assistant here, and he practically told us that out of fire control they are bringing in draftsmen and

civilians and clerks, so that their clerical force here, without that permission, seems to be increased again without warrant of law, as we believe.

Secretary TAFT. That is news to me. We have been sitting as a board to estimate the cost of fortifications—that is, to supplement and add to and amend the plans of the Endicott board—and it is possible that in connection with that the Chief Signal Officer, who was a member of the board and was directed to get up the evidence in relation to fire control, used those clerks.

Mr. LITTAUER. No; this is in the ordinary prosecution of the work of developing fire control in connection with a given fort.

Secretary TAFT. Where is the Signal Officer provided for here?

Mr. LITTAUER. On page 141. We became advised in this fashion that this Signal Office, with its small force—I believe embracing 20 clerks—was divided up into seven divisions—

Mr. LIVINGSTON. No; four divisions—

Mr. LITTAUER. Yes; four divisions, and scattered through many buildings, necessitating much supervision over each diminutive force; and we found out that the force really consists of more than 20 clerks, and considerably more drawn in and paid out of fire-control appropriations, bringing them again into the executive service of the Department. Our surprise is that the Comptroller of the Treasury has not put a stop to it.

I have been on this committee a number of years, and I think we have learned more this year than ever before.

Secretary TAFT. I wish you would make, Mr. Scofield, an investigation into each bureau and report to me, and I will prevent that business.

Mr. SCOFIELD. I will do so.

#### LIMITATION AS TO AMOUNT OF PURCHASES.

Mr. LITTAUER. Now, Mr. Secretary, we have a submission from you in reference to the purchase of supplies for use in the War Department, with the recommendation that hereafter purchases of miscellaneous articles may be made to an amount not exceeding \$100 in the open market "in the manner common among business men."

Secretary TAFT. I think if you will call upon General Oliver with respect to that he can tell you more fully. Here is his communication:

WAR DEPARTMENT,  
*Washington, December 5, 1905.*

SIR: I have the honor to invite your attention to the procedure prescribed by section 3709, Revised Statutes, in the purchase of stationery and miscellaneous supplies for the use of the War Department. This provision of law reads as follows:

"All purchases and contracts for supplies or services in any of the Departments of the Government, except for personal services, shall be made by advertising a sufficient time previously for proposals respecting the same when the public exigencies do not require the immediate delivery of the articles or performance of the service. When immediate delivery or performance is required by the public exigency the articles or service required may be procured by open purchase or contract at the places and in the manner in which such articles are usually bought and sold or such services engaged between individuals."

It is customary before the commencement of each fiscal year to advertise for the principal supplies likely to be required by the Department during the ensuing year, and formal contracts are entered into as the result of this competition. The schedules of articles for which contracts are made can not, however,

be made sufficiently comprehensive to eliminate the necessity of purchasing throughout the year, and consequently miscellaneous purchases have to be made, many of them of small value.

Under section 3709, Revised Statutes, it is the duty of the Department to advertise and enter into formal contract for any kind of supplies unless "immediate delivery or performance is required by the public exigency," when such articles may be procured by open purchase or contract at the places and in the manner in which such articles are usually bought and sold. The law therefore limits open-market purchases to exigent conditions, and these seldom pertain, so that the more cumbersome procedure described above is legally the only proper one to follow in most cases.

When the Department requires articles not on the schedules, no matter what the cost involved may be, the supply division invites bids from several principal dealers by circular letter, and an order is thereupon issued to the successful bidder. As the accounting officers do not recognize this as a valid contract, it becomes necessary in settling the account to make the vouchers read that it is an exigency purchase under section 3709, Revised Statutes, which is not literally the truth.

In several of the purchasing departments of the Army, such as the Ordnance, Signal, and Medical, the general law governing purchases for the Army has been modified by permitting open-market purchases in the manner common among business men when the aggregate of the amount required does not exceed \$200, the only requirement being that every such purchase shall be reported to the Secretary of War. It would manifestly reduce paper work and simplify our process if similar legislation could be obtained with reference to the procurement of supplies for the Department.

I therefore have the honor to recommend that Congress be asked to allow the privilege of open-market purchase up to a limit of \$100. This can be accomplished by inserting in the legislative, executive, and judicial appropriation act, following the appropriations for "contingent expenses of the War Department" and for stationery, a proviso of the following tenor, which is practically the same as the law on this subject now governing the Ordnance Department, viz:

"Hereafter purchases of miscellaneous articles, stationery, and the procurement of services for the War Department and its bureaus and offices may be made in open market, in the manner common among business men, when the aggregate of the amount required does not exceed \$100; but every such purchase shall be reported to the Secretary of War for approval under such regulations as he may prescribe."

Very respectfully,

ROBERT SHAW OLIVER,  
Assistant Secretary of War.

The SECRETARY OF WAR.

He says that that limitation greatly increases the work of the Department, and that if it were increased to \$200, as it is in some of the bureaus, we could get along more comfortably. As I understand it, it is so in the Ordnance.

Mr. COURTS. It is in the army bill.

Mr. SCOFIELD. There has been a raise to \$500 in the pending legislation.

Mr. COURTS. The bill now pending brings the Medical Department in for the first time, I believe.

Mr. SCOFIELD. No. The Medical Department, the Ordnance Department, and the Quartermaster's Department have for years been authorized by the army bill to purchase supplies for the Army in open market up to \$200. The pending army bill now before the House raises the limit to \$500.

Mr. LITTAUER. All the other departments have to live under the law.

Mr. SCOFIELD. In this particular case it makes a great amount of clerical work, for the reason that we invite bids for everything we buy, even when the purchase amounts to only a few cents.

## CONTINGENT EXPENSES.

Mr. LITTAUER. The amount given for contingent expenses has proved ample?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. Have you turned in anything?

Mr. SCOFIELD. Not this year; but in past years we have turned in a great deal of money. In 1902 we turned in \$4,773.96. In 1901, \$481.36.

Mr. LITTAUER. Have you apportioned it?

Mr. SCOFIELD. Yes, sir.

Mr. LITTAUER. How about more recent years, in 1905 and 1904?

Mr. SCOFIELD. We have a balance of \$561.56 of the 1904 appropriation, against which we had the telephone claim, which I told you about in the hearing under the urgency deficiency bill. We have \$1,070.31 of the 1905 appropriation. That is still available, against which we have outstanding obligations aggregating \$250.

Mr. LITTAUER. Your judgment is that you will be able to live within the same amount that you have had in the past?

Mr. SCOFIELD. Yes, sir.

## STATIONERY.

Mr. LITTAUER. Now as to stationery. It is the same way?

Mr. SCOFIELD. Yes, sir.

Secretary TAFT. Did we not cut it down?

Mr. SCOFIELD. Yes. The average annual expenditure for the past twenty years for stationery was, in round numbers, \$32,000 appropriated and \$27,000 expended. The contingent expenses were \$57,000 appropriated and \$54,000 expended. Since the Spanish-American war, when we reached high-water mark, the appropriations made in pursuance of estimates have been reduced from \$52,000 to \$25,000 for stationery and from \$98,000 to \$50,000 for contingent expenses. The expenditures for stationery have been reduced from \$41,000 in 1899 to \$25,000 in 1905, and for contingent expenses from \$84,000 in 1899 to \$49,000 in 1905. We are now below the average expenditure for the last twenty years on both things.

Mr. LITTAUER. How are you off for space and room? I notice you rent considerable places outside.

Secretary TAFT. I believe, Mr. Chairman, if you move the Navy and State Departments out of the building we will be comfortable. [Laughter.]

Mr. LITTAUER. We will not continue that investigation any further. [Laughter.]

## DETAILS OF OUTSIDE CLERKS, OFFICE OF QUARTERMASTER-GENERAL.

Secretary TAFT. As to that other matter, the truth is General Humphrey is hard pressed and wants to get through with his work; he gets an order and wants to comply with it. I never knew before why Congress was so careful in providing against outside employments. [Laughter.] In this case it is not for the purpose of making patronage, but for the purpose of actually doing their work and getting it done—

Mr. LITTAUER. Expeditiously and comfortably. [Laughter.]

Secretary TAFT. The necessity of obedience to the statutes is urgent upon everybody. I do not want to have the idea of independence of Congress inculcated in the Department.

Mr. LITTAUER. Some of the bureaus do not seem disposed to follow the law very closely.

Secretary TAFT. Every chief of bureau, you know, has his mind concentrated upon the work of his own bureau, and if he is worth a cent to the Government he is anxious that that work shall be done most efficiently. But it is the hardest thing in the world to get into their heads the idea of economy as a paramount necessity. That is not what they are engaged in thinking about or in dealing with. On the contrary, they are engaged in doing something for the Government, and their idea is to do it in the best way.

So it is with all the bureaus. They are anxious to make their work effective. They do not think of economy. But the chief clerk carries the conscience of the Secretary of War, and he does exercise that care. You will find that in all appropriations under his control the tendency is always downward. With respect to the Army, if they can get a big appropriation out of Congress so much the better, and the "demolition" total does not make any difference—

Mr. LITTAUER. Or how they get it. [Laughter.]

Secretary TAFT. These bureaus that are interested in their work and anxious to do good work are to some extent operated in that way. I am not criticising it, but I am simply referring to the fact of good men in the Army whose work does not go to the subject of keeping down expenses.

I do not mean to accuse them of any dissipation of funds, but they simply do not labor in the direction of attaining effective ends and still have economy in mind.

#### OFFICE OF BUREAU OF INSULAR AFFAIRS.

I should like, if you will permit me, to speak of Colonel Edwards's estimates for the Bureau of Insular Affairs. Colonel Edwards had two clerks in there under a provision for temporary clerks in the Department. You authorized that all the temporary clerks be embraced within the civil service. He has been paying these two clerks out of an appropriation which Congress enacted to get up the accounts of the Cuban and Philippine expenditures. Now that is exhausted. That was \$30,000.

Mr. LITTAUER. Have you done the work under that?

Secretary TAFT. Yes, sir.

Mr. LITTAUER. The specific work of the examination of these Cuban papers is over?

Secretary TAFT. He has to keep up the expenditures of the Philippines, but the Cuban work is finished. He has carried that work on for the Philippines and paid for it out of this \$30,000 for several years, and now that is exhausted. He can not pay them at all.

Mr. LITTAUER. What grade of clerks are they?

Mr. SCOTFIELD. One \$1,800 clerk and one \$1,200 clerk and one, I think, at \$1,000. They are stated in that communication [indicating].

Secretary TAFT. Senator Scott says it is easy enough to be Secretary of War or Senator or anything else. All you have to do is to have the chief clerk come and say, "Sign here." [Laughter.]

Mr. LITTAUER. We feel that also in large part in being members of the Committee on Appropriations, with such an efficient chief clerk as we have.

Mr. SCOFIELD (reading): One at \$1,800, one at \$1,200, and one at \$1,000."

Secretary TAFT. I thought he told me only two.

Mr. LIVINGSTON. Colonel Edwards is right out there in the other room if you want to consult him.

Secretary TAFT. Here is his letter [reading]:

WAR DEPARTMENT,  
Washington, February 13, 1906.

MY DEAR MR. TAWNEY: Permit me to call your attention to the following, which appeared in the deficiency appropriation act of July 1, 1902:

"Statement of receipts and expenditures in Cuba and the Philippine Islands: To enable the Secretary of War to employ temporary force and to pay all necessary expenses, including rent of rooms not to exceed one thousand five hundred dollars, in compiling for the information of Congress a detailed statement of the receipts and expenditures by the military government of Cuba since May first, nineteen hundred, in continuation and completion of the statement heretofore furnished of such receipts and expenditures covering the period from the beginning of American occupation to and including April thirtieth, nineteen hundred; and to enable the Secretary of War to pay all necessary expenses in compiling for the information of Congress a similar statement relating to the Philippine Islands of all receipts and expenditures from the date of American occupation, thirty thousand dollars, or so much thereof as may be necessary, to be available until expended."

Out of the \$30,000 appropriated the expenses of compiling the statement relative to Cuba and of bringing that relative to the Philippines up to date were paid, there being at one time as many as 45 clerks (temporary) engaged upon the work. The expenses of this part of the work and continuing the statements of the Philippine Islands up to this time have practically exhausted the appropriation, but at the present time three clerks are still borne upon the rolls of the same, the balance of the force of the Bureau of Insular Affairs being borne upon the rolls of the regular classified appropriation.

The services of these three clerks are indispensable in order to enable the Department to discharge the duty imposed upon it by law in the making of an official audit of the accounts of the Philippine government and being in a position to at all times furnish up-to-date information to Congress relative to receipts and expenditures in the Philippines. In the estimates of appropriations required for the Bureau of Insular Affairs for the fiscal year ending June 30, 1907, provision was made for the transfer of two of these clerks (one at \$1,800 per annum and the other at \$1,000 per annum) from the special appropriation cited to the regular classified appropriation. These estimates, however, were prepared and submitted to the Assistant Secretary of War during the absence of Colonel Edwards and myself in the Philippines, and in making up the estimates for the War Department the provision for these two clerks was stricken from the estimates of the Insular Bureau.

It will be seen that an increase in the clerical force of the Insular Bureau was not requested, but that it was merely a transfer from the special appropriation made by the deficiency appropriation act of July 1, 1902, to the regular classified appropriation.

At the time the Insular Bureau estimates were submitted it was thought that that Bureau could get along by having two of the clerks transferred to the regular classified appropriation, so that they might be continued, and abolish one of the positions, but it has since been demonstrated that the three clerks are absolutely necessary, and that if provision is not made therefor the Insular Bureau will be seriously handicapped by lack of sufficient clerical force.

I therefore earnestly recommend that there be included in the appropriation for the Bureau of Insular Affairs three clerks in addition to those which have been estimated for—one at \$1,800 per annum, one at \$1,200 per annum, and one at \$1,000 per annum—which, as stated above, is not an increase in the present force of that Bureau, but merely a transfer from the special appropriation to the regular classified appropriation.

If I have failed in this letter to present the facts in the matter sufficiently clear, and it is the desire of the committee of which you are the chairman. Colonel Edwards or myself would be glad to make personal presentation of the facts above set forth before the committee.

Very sincerely,

W.M. H. TAFT,  
*Secretary of War.*

Hon. JAMES A. TAWNEY,

*Chairman of the Committee on Appropriations,*

*House of Representatives.*

The Philippine matters are not requiring any less attention than they did. We have here, under the system inaugurated by my predecessor, a complete record of everything that is in the Philippines, and that statement seems to be essential in order that we may respond to calls for information and in order that we may know what is going on in the Philippines. I think the Bureau of Insular Affairs is conducted with great economy, and certainly with great efficiency. Ah, I see Colonel Edwards is here himself, and he can testify.

Mr. LITTAUER. You have a law officer here at \$4,500. A number of years ago we were, of course, impressed with the necessity of this high-salaried law officer. Now, what work comes along at this time that warrants the retention of a law officer at such a salary in the Insular Bureau?

Secretary TAFT. I use him not only for that, but also for Panama. He is the only legal advisor I have in connection with Panama, unless I consult the Attorney-General.

Mr. LITTAUER. Has the Bureau of Insular Affairs anything to do with that?

Secretary TAFT. It did begin that way. Colonel Edwards was also in charge of the Panama Bureau. Were you to take that out, I should exercise the discretion I have and pay for him out of the Panama funds.

Mr. LITTAUER. This will be called in question some day or other. There was a special reason when Judge Magoon was appointed?

Colonel EDWARDS. It is true, Mr. Secretary. Take all these railway matters and the different agencies that the Philippine government is putting upon us every day, this man is quite busy.

Mr. LITTAUER. But law officers in connection with bureaus are not paid such salaries.

Secretary TAFT. I suggest, if you think it wise, to amend this—that I have the authority to use him in connection with Panama. There may apply some section of law forbidding me to pay him anything in addition to what you provide here.

Mr. LITTAUER. If we provide a law officer here, he should be a law officer of the Insular Bureau, and you ought to pay this man, worthy of high compensation, out of the isthmian canal funds.

Secretary TAFT. I need him in connection with the Philippine work also.

Colonel EDWARDS. There is a great deal more work there, and there is no civil solicitor. The Secretary uses him outside in a great number of civil questions.

Mr. LITTAUER. In connection with his own office?

Colonel EDWARDS. In a great many investigations.

Mr. LITTAUER. Why not transfer him out of the Insular Bureau to the Secretary's office?

**Secretary TAFT.** I do not care where you put him, so long as I can use him.

**Mr. LITTAUER.** We contemplate at least keeping these matters in the proper places.

**Secretary TAFT.** That is the way it grew up.

**Mr. SCOFIELD.** Why not call him the solicitor of the War Department?

**Colonel EDWARDS.** Mr. Root and yourself considered that.

**Secretary TAFT.** The Judge-Advocate-General is supposed to advise the Secretary of War about military matters.

**Mr. LITTAUER.** That is for military affairs purely. The Secretary of War just now has a great many civil matters to attend to.

**Secretary TAFT.** I would use him for Panama, too. That would justify it, because, as the President has assigned Panama to me, I suppose I could use the general discretion.

**Mr. LITTAUER.** Then it would bring the law officer of Insular Affairs down perhaps to the figures that some gentlemen may think to be more proper.

---

WEDNESDAY, February 14, 1906.

MILITARY SECRETARY'S OFFICE.

**STATEMENT OF MAJ. GEN. F. C. AINSWORTH, MILITARY SECRETARY.**

**Mr. LITTAUER.** Turn, General, to page 139, "Military Secretary's Office." You have now been in charge of this office for how long? You have been Military Secretary for how long?

**General AINSWORTH.** Since April 23, 1904, the date of the passage of the act consolidating the Record and Pension Office and the Adjutant-General's Office.

**Mr. LITTAUER.** Reviewing generally the War Department, I notice that the incorporation of temporary clerks, which took place a year ago, has made the permanent force on an altogether higher basis numerically than before, and it was to cover in everyone who was then employed in the service. We had deferred that covering in for a couple of years in the belief that the War Department would settle down to its normal basis and that there could be some continuing reduction in force. Now, in connection with your office is there any possibility of a reduction of force?

**General AINSWORTH.** There could not be this year. I made at the beginning of this year a reduction of \$27,820. I made that reduction at the beginning of this fiscal year. I took some chances in making it, but I had no trouble. I do not think any reduction should be made this year, but I hope the next year to recommend one. We have made a total reduction of \$560,440 in salaries alone since we began reducing the force in 1894.

**Mr. LITTAUER.** In 1894?

**General AINSWORTH.** Yes; in 1894 I made a reduction of \$5,200; in 1895 a reduction of \$345,000.

**Mr. LITTAUER.** That was your old work in the Record and Pension Office?

General AINSWORTH. Yes. In 1896 the reduction was \$55,000; in 1898, \$25,000; in 1901, \$35,340; in 1903, \$41,200; in 1905, \$25,880, and in 1906, \$27,820.

Mr. TAWNEY. That is the fiscal year or the calendar year?

General AINSWORTH. At the beginning of each fiscal year.

Mr. LITTAUER. The scope of your present force is much broader than formerly?

General AINSWORTH. Yes; it comprises all that the Adjutant-General's Office and the old Record and Pension Office originally covered.

Mr. LITTAUER. Your work is kept up to a current basis?

General AINSWORTH. Yes, sir.

Mr. LIVINGSTON. Do you want this out on page 139?

General AINSWORTH. No; those words have always been in.

Mr. TAWNEY. I was going to ask you, General, at whose recommendation is it that we eliminated the words "and all employees provided for by this paragraph for The Military Secretary's Office of the War Department shall be exclusively engaged on the work of this Office for the fiscal year 1907?"

General AINSWORTH. That is not a recommendation, as I understand, Mr. Chairman. That language has been in every appropriation bill for the office for a great many years.

Mr. TAWNEY. I know, but I notice that it is recommended to us that it be omitted.

Mr. LITTAUER. It is omitted, and thereby we consider it a recommendation.

Mr. TAWNEY. I want to find out whose recommendation it was.

General AINSWORTH. I do not think anybody has recommended it.

Mr. LITTAUER. What do you have to do with the preparation of the estimates for your bureau?

General AINSWORTH. I prepared this one just as it reads.

Mr. LITTAUER. It is then submitted to the Secretary of War?

General AINSWORTH. Yes, sir.

Mr. LITTAUER. And when you handed it in did you have this paragraph in limiting the transfers from your bureau?

General AINSWORTH. No, sir; I never put it in; but it is always inserted by the committee, or has been for a good many years. It is in the nature of a permanent law.

Mr. LITTAUER. Has it worked to good advantage?

General AINSWORTH. It has made possible these reductions. Without it I should not have been able to make them.

Mr. LITTAUER. You have no details?

General AINSWORTH. No, sir.

Mr. LITTAUER. And under the law no details can be made from your office?

General AINSWORTH. No. That, in large measure, has made possible the reduction I have accomplished.

Mr. TAWNEY. Have you at any time detailed a clerk from your department to another department?

General AINSWORTH. No, sir.

Mr. LITTAUER. Do you believe in details?

General AINSWORTH. I do not.

Mr. LITTAUER. Have any temporary emergencies ever arisen under your administration of the Bureau that demanded details?

General AINSWORTH. Not to my knowledge.

**Mr. LITTAUER.** You find you can keep the work done by asking your clerks in one way or another to perform the work without calling upon the Secretary for additional force?

**General AINSWORTH.** Certainly. Whenever an emergency arises, if the work is falling a little behind, I ask the clerks to stay and work longer hours, and they cheerfully do it. I keep a careful record of the time that they work in addition to the regular office hours, and I give that time back to them by permitting them to be absent for an equal amount of time when their services can be spared.

**Mr. LITTAUER.** The greatest number of your force is employed on what character of work? You have a large number of clerks in your charge—638?

**General AINSWORTH.** Yes; the work is exceedingly varied, and is of all descriptions. The work that was formerly transacted in the Adjutant-General's office pertains chiefly to the current administration of the affairs of the Army, and the work of the Record and Pension office pertains chiefly to other departments of the Government, answering calls from the Pension Bureau, the accounting officers of the Treasury, and so forth.

**Mr. LITTAUER.** How large a force is it in that Record and Pension Division of your work?

**General AINSWORTH.** Probably they are about equally divided.

#### EMPLOYEES 65 YEARS OLD AND OVER.

**Mr. LITTAUER.** Have you many old employees, men of very advanced years?

**General AINSWORTH.** I have just made a report in response to a call from Congress as to the number of employees of 70 years and over. Out of a total of 622 employees in the classified service, I have 40 who are 70 years of age and over.

**Mr. TAWNEY.** General, would it be difficult for you to give to the committee a memorandum of the number of employees in your office who are 65 and over? We have the number who are 70 now. We would like to get information as to ages between 65 and 70.

**General AINSWORTH.** I can give that very readily.

**Mr. TAWNEY.** Yes; and the salaries paid to each.

**Mr. LITTAUER.** What is your opinion, General, as to the efficiency of work of the average clerk that reaches the age of 65?

**General AINSWORTH.** That depends altogether upon the clerk, Mr. Littauer.

**Mr. LITTAUER.** I know, but your general experience with them as a class would enable you to judge of that.

**General AINSWORTH.** My bureau would not serve as a guide to others, because I have been weeding out inefficient clerks for many years. The reductions I have been making year after year have enabled me to drop out the least efficient clerks, regardless of age. Whether a clerk was old or young, if he was not fairly efficient he has been dropped in some of these reductions, so that the men who remain, no matter what their ages are, are a selected class, and they average much better than the clerks would average in a bureau that has not undergone such reduction.

**Mr. TAWNEY.** Now, I want to ask you this question: From your experience as an administrative officer, if Congress should provide

for the gradual reduction in compensation as clerks reach the age of 65, providing that, say, clerks of 65 and less than 68 shall not receive to exceed \$1,500 a year, and those of 68 and less than 70, \$1,200, and those of 70 and over, \$840, would that, in your judgment, tend to improve the efficiency of the service? Would it lead to economy in administration?

General AINSWORTH. That, in practice, would be establishing a pension list.

Mr. TAWNEY. We have that now. When we find people on the roll here between 65 and 70 whom the heads of Departments and bureau chiefs admit are not physically able to perform their service, but declare that they can not reduce or dismiss them out of consideration for their long service and their age, we have that now; and the purpose would be, if Congress should do that, to reduce the cost of maintaining that pension roll to the minimum. In other words, we find that we are appropriating almost or over \$800,000 a year for clerks who are over 70 years of age. That, to a very great extent, represents the civil pension list that we have to-day. Now, the question is whether, by enacting a law requiring their reduction, their gradual reduction, when they reach that age when their efficiency is not equal to the efficiency required in the higher branches of the service, that would not increase the efficiency of the service and still take care of these old people who have served the Government so long and faithfully?

General AINSWORTH. I believe it would be better to fix an age limit for retention in the service than to do that.

Mr. TAWNEY. And drop them entirely when that age is reached?

General AINSWORTH. Yes; I do not believe in reducing the salaries of inefficient clerks. If a clerk is inefficient at one salary he will be more or less inefficient at any other salary, and it would be better to drop him entirely.

Mr. TAWNEY. Suppose it was found impracticable on account of our not being able to secure the enactment of a law of that kind and we had the alternative of adopting the plan suggested by me and continuing the appropriation of almost a million dollars for people who are over 70 years of age, the alternative being one of these two propositions and that alone, would not the proposition to reduce tend to increase the efficiency and reduce the expense?

General AINSWORTH. I can only speak for my own bureau, which, as I said before, is not one the experience of which will serve as a basis upon which to form conclusions with regard to others, because the clerks I have are of a selected class, for the reason that I have explained. To cut off at 70 years of age all employees would deprive me of some of the very ablest men in my office. Some of the ablest and most efficient clerks I have are 70 years and over. Those who were inefficient were dropped out long ago.

Mr. TAWNEY. You are an exception, however, General.

Mr. LITTAUER. You say your clerks are selected. That selection means something. Some process has been going on different from the general average?

General AINSWORTH. Yes; and for that reason I say that the experience of my bureau does not apply to the service generally.

Mr. TAWNEY. If we were legislating for your bureau alone, perhaps this thought would not be suggested.

**Mr. LIVINGSTON.** Can not the same idea be carried to the other Departments, the efficiency boards taking the record of all employees, and then taking only 5 per cent and dropping them; making it mandatory that 5 per cent of the inefficient be dropped every year?

**General AINSWORTH.** Yes; that might be done. I have dropped more than 5 per cent. But I do not believe in a general way that it is advisable to reduce clerks.

**Mr. LITTAUER.** You do not believe either in reduction. You believe in dismissal?

**General AINSWORTH.** Yes; if you reduce a man you have a man with a grievance, a dissatisfied man with you always.

**Mr. LITTAUER.** That would be the best method, and yet we can not carry it out. What is the next best way, General?

**Mr. LIVINGSTON.** Why can you not carry that out?

**Mr. LITTAUER.** Because we have had every evidence, from our attempts in the past, that we can not carry it out.

**Mr. LIVINGSTON.** Suppose you make it mandatory that they shall be dropped?

**Mr. TAWNEY.** You can not pass a bill of that kind in either House.

**Mr. LIVINGSTON.** I think differently; I think they will jump at the chance of it.

**General AINSWORTH.** After all, gentlemen, it all depends upon the head of the bureau.

**Mr. TAWNEY.** Absolutely.

**General AINSWORTH.** If a head of a bureau is determined to have an efficient force, he will have it. If he is not, he won't; and you are not likely to accomplish it by legislation.

**Mr. LIVINGSTON.** We can come out in this bill and specify chiefs of divisions and heads of departments who refuse to obey and bring them to the attention of the President and ask if such heads of departments and chiefs of bureaus can not be removed. We have never done that. That would be one way.

**General AINSWORTH.** The heads of departments are compelled to rely upon the reports made to them by their bureau chiefs, and it is with the bureau chiefs that the responsibility for good administration primarily rests. If the bureau chiefs report to the heads of departments that all their employees are efficient, or fairly efficient, of course the heads of departments can take no further action.

**Mr. TAWNEY.** And the retention in the service by bureau chiefs of these people is not necessarily evidence of their inefficiency or incapacity. We are all human. We should treat the people to whom we pay the salaries with some consideration.

**General AINSWORTH.** I do not see that you can reach that with any greater certainty than by establishing an age limit for service.

**Mr. TAWNEY.** That would put an end to the maintenance of eleemosynary institutions in the Government service.

**General AINSWORTH.** I do not urge it. On the contrary, it would be a misfortune to my own bureau, for the reasons I have explained.

**Mr. TAWNEY.** You could find, I suppose, some younger men nearly as competent as those you now have—

**Mr. LITTAUER.** Or eventually becoming so.

**General AINSWORTH.** Of course no man is irreplaceable.

**Mr. TAWNEY.** Suppose we had a compulsory-retirement law. All these proposed retirement laws, I understand, provide for compulsory

retirement at the age of 70, putting the clerk on a salary or allowing him to draw an annuity of 50 or 60 per cent of the average salary he received while in the service. The hardship would be no greater than if we provided that no clerk over 70 years of age should receive more than \$840.

General AINSWORTH. Would you not, by adopting such a plan, invite the retention of men at lower salaries who ought not to be retained at all?

Mr. LIVINGSTON. Certainly you would. . .

Mr. LITTAUER. How many men do you know of who have been discharged because of incapacity brought about by age? We hear of no cases of that sort. We do hear occasionally that a clerk who had received \$1,800 had been reduced to \$1,200, but that is a great exception. There must be some extraordinary reason in general practice here for such reductions. As a rule, they go on receiving the highest salary they have ever been permitted to receive until death removes them from the service.

General AINSWORTH. I know of a good many in my own bureau who have been dropped for that cause; but, as I explained before, they have been dropped in the reductions of force that I have made.

Mr. TAWNEY. You do not consider the conditions in your bureau a criterion of other bureaus?

General AINSWORTH. No, sir; I do not. But I think if you should adopt the graded salary system you suggest, it would be a justification for retaining, if not actually an invitation to retain, employees who should be dropped entirely.

Mr. LITTAUER. Would it not be in practice a matter of economy to the Government?

General AINSWORTH. The net expense of each bureau would be just the same as it is now. The total salaries paid would be the same.

Mr. LIVINGSTON. And as a man became more inefficient down at the bottom you would have to put in new clerks at the top?

General AINSWORTH. Yes.

Mr. LITTAUER. As the new clerks became more efficient it might lead to a reduction in the force.

Mr. LIVINGSTON. The suggestion of the chairman, Mr. Littauer, is this—an age limit that would eliminate old and inefficient people out of the service. How are you to get the younger inefficient people out of the service?

Mr. TAWNEY. The same necessity would make you drop them out entirely.

Mr. BRICK. But they do not do it now.

Mr. LITTAUER. We can not cure all the evils by this. The question is, Can we cure one predominant evil?

Mr. BRICK. These old men, have any of them any money? Suppose they are dropped out now. How would they live? Have they any money saved up?

General AINSWORTH. Some of them have, and some of them have nothing.

Mr. LIVINGSTON. Very few of them have anything.

General AINSWORTH. Very few have laid by a competence.

Mr. TAWNEY. You were speaking generally of men. The fact is that in looking over this report by the President I have noticed a goodly number of females who are 70 years of age. I have noticed

the number is almost equal to that of the males. I think we all realize and all know that a lady who has reached the age of 70 is not, ordinarily, physically capable of doing a great deal of work, and yet we find some of them receiving the highest salaries.

General AINSWORTH. I have discovered, during an experience of many years in the public service, that usually the efficiency of a clerk is in inverse ratio to his influence. The good clerk or the efficient clerk who attends to his work diligently has no need to hunt up political or social influence, and in fact has no time to do it; while the worthless one, the trifler and the malingerer, is always ready to produce his political and social backing whenever any move is made to discharge him.

---

WAR DEPARTMENT,  
THE MILITARY SECRETARY'S OFFICE,  
Washington, February 14, 1906.

THE CLERK OF THE COMMITTEE ON APPROPRIATIONS.

*House of Representatives.*

DEAR SIR: In compliance with the request made by Hon. L. N. Littauer to-day at my hearing before the subcommittee on the legislative, executive, and judicial bill, I have the honor to transmit herewith a memorandum showing the number of employees, by grades, in The Military Secretary's Office, War Department, who have reached the age of 65 years; also the total number of classified and unclassified employees in the office.

Very respectfully,

F. C. AINSWORTH.  
*The Military Secretary.*

---

*Statement showing number of employees, by grades, in The Military Secretary's Office, War Department, who have reached the age of 65 years.*

Chiefs of divisions	4
Clerks of Class IV	11
Clerks of Class III	13
Clerks of Class II	14
Clerks of Class I	35
Clerks of class \$1,000	10
Messengers	3
Assistant messengers	13
Watchmen	2
 Total classified	105
Laborers (unclassified)	2
 Total	107
 Total classified force of office	622
Total unclassified force of office	15
 Total force of office	637

WEDNESDAY, February 14, 1906.

OFFICE OF INSPECTOR-GENERAL.

STATEMENT OF COL. J. L. CHAMBERLAIN, ACTING INSPECTOR-GENERAL.

CHIEF CLERK OF BUREAU.

Mr. LITTAUER. You have made a submission for the increase of the salary and designation of your clerk of class 4 as chief clerk?

Colonel CHAMBERLAIN. Yes, sir.

Mr. LITTAUER. How many clerks have you?

Colonel CHAMBERLAIN. Seven clerks, including the chief clerk.

Mr. LITTAUER. So that this chief clerk would have under him six clerks?

Colonel CHAMBERLAIN. Yes, sir.

Mr. LITTAUER. Now, your argument for that is what?

Colonel CHAMBERLAIN. The argument is simply this: This man has been in the service of the War Department for forty-three years. He has been in the Inspector-General's Department for thirty years.

Mr. LITTAUER. What is his age?

Colonel CHAMBERLAIN. I can not tell you exactly. It must be about 65. He is quite a mature man. The Inspector-General's Department is the only bureau of the War Department which has not a chief clerk at the pay of \$2,000. There are in the War Department some 20 clerks besides chief clerks who are receiving that pay. All chiefs of division in the other Departments receive that pay—in the Military Secretary's Office, in the Secretary's Office, and also in the Surgeon-General's Office; and we feel that this man is entitled to that.

Mr. LITTAUER. What is the particular character of the work of your clerical force?

Colonel CHAMBERLAIN. The reports of all inspections throughout the Army, inspections of Soldiers' Homes, inspections of the money accounts of all disbursing officers under the War Department come to our office, and are there analyzed and prepared for submission to the Secretary and to the heads of the various bureaus where the work is to go. The money accountability work is quite an extensive one, there.

Mr. LITTAUER. Now, has not this man, particularly this clerk of class 4, reached an age where his services are hardly as valuable to the bureau as they were formerly?

Colonel CHAMBERLAIN. Of course the man would not be competent—I do not say competent exactly, but would not be so well adapted—to be put in a position where he would be doing close actual clerical work as a younger man might be. In that case I do not suppose he would be as efficient as he would have been twenty years ago; but he is a man who has passed through that now and occupies a supervisory position for which he is perfectly competent—

Mr. LITTAUER. And performs the work to your satisfaction?

Colonel CHAMBERLAIN. Yes; he is a very reliable man, and a very satisfactory man in every way.

Mr. TAWNEY. Has he anything to do except to supervise the work of these six clerks under him?

Colonel CHAMBERLAIN. His work is principally of the character of supervising that work. Of course he does a good deal of work outside of that. That is to say, he performs clerical work.

Mr. TAWNEY. That is rather a small force to require the services of a chief clerk.

Colonel CHAMBERLAIN. There is one thing that should not be lost sight of, and that is that two years ago the Department had 13 clerks, and when the present Inspector-General took charge of the office—

Mr. TAWNEY. How many years ago?

Colonel CHAMBERLAIN. Two years ago, when General Burton took charge—

Mr. TAWNEY. There was a good deal more work then, incident to the Spanish war, was there not?

Colonel CHAMBERLAIN. There was more, but not double the amount.

Mr. TAWNEY. Were there not more men in the Army, and more inspectors?

Colonel CHAMBERLAIN. There were more men in the Army, and a few more inspectors; not many more; but that force was reduced by the present Inspector-General voluntarily, and without any suggestion from the outside to the extent of six clerks, at a saving of over \$5,000. We therefore feel that this man, after forty years' service, is entitled to an increase. He has not probably more than two or three more years to serve. He is entitled to be put on the same footing with other men who are chief clerks and who occupy corresponding positions. He will undoubtedly perform his duties just as well on \$1,800 as at \$2,000, but he deserves the increase.

#### AGES OF CLERKS IN THE BUREAU.

Mr. TAWNEY. What are the ages of your clerks? Do you know?

Colonel CHAMBERLAIN. We have two clerks of the \$1,600 class. One of those, Mr. Christenberry, has been in the Government service seventeen years. The other one has also been in the service seventeen years. I should say Mr. Christenberry is 55, and Mr. Parker, the other \$1,600 clerk, is a younger man. Then we have three of the \$1,400 class. One of those men is an old soldier, and he has been in the Government service as a clerk, I think, about seventeen years. I can tell you exactly that. I have a memorandum here. Both of the \$1,600 clerks have been in the service seventeen years.

Mr. TAWNEY. What are their ages?

Colonel CHAMBERLAIN. I say Mr. Christenberry is about 55 and the other man about 45 or 50. Then there are three of the \$1,400 class, one of whom has been in the service seventeen years. He is a man of 30 to 35. No; he is a man probably from 35 to 40, Mr. Payne. He has only been a clerk twelve years. Prior to that he was a soldier for a number of years. He is a very excellent man. Mr. Finney has only been in nine years. He is quite a young man. Then we have another man who has been in the service quite a long time.

Mr. TAWNEY. How old is this man whom you desire to have made chief clerk at \$2,000?

Colonel CHAMBERLAIN. He is about 60 or 65 years of age. I could not say his exact age. I have not been in the office but a short time. He is perfectly capable of performing his duties.

WEDNESDAY, February 14, 1906.

OFFICE OF THE JUDGE-ADVOCATE-GENERAL.

**STATEMENT OF BRIG. GEN. GEORGE B. DAVIS, JUDGE-ADVOCATE-GENERAL.**

Mr. LITTAUER. General, your provision is on page 140 of the bill. The only change you ask for in your Bureau is a promotion evidently of one clerk from class 1 to class 2?

General DAVIS. Yes, sir; it is on account of the character and importance of the work that is done by him.

Mr. LITTAUER. What is the character of the work he is performing? Do you believe his work is of such importance that he should be promoted from class 1 to class 2?

General DAVIS. Yes, sir; he is the one who prepares the licenses and leases to occupy public lands in the possession of the War Department, and a strong reason was that we have five clerks of class 1 and only one of class 2, and it would adjust the employees in the matter of length of service a good deal better. My office is in rather an unfortunate condition in that respect.

Mr. LITTAUER. What do you mean by adjustment according to length of service?

General DAVIS. All of them have been there a good many years, and in the event of a vacancy occurring it would be very desirable that recognition of work and length of service should be made. It is a suggestion rather than an urgent request.

Mr. LITTAUER. It comes within your option, of course, when a clerk drops out?

General DAVIS. Yes.

Mr. LITTAUER. Your total force is how many?

General DAVIS. Thirteen.

Mr. LITTAUER. That includes your two copyists?

General DAVIS. Yes, sir; it is hardly more than a suggestion. The public service is not suffering, you know. In making up the estimates it was presented to me and I saw the propriety of it and I pass it on to the committee in that way.

Mr. TAWNEY. Who presented it to you?

General DAVIS. I go over it with the chief clerk.

Mr. TAWNEY. The chief clerk of the War Department?

General DAVIS. No; of my own office. It is hardly more than a suggestion. The public service is not suffering, but it seems to me the proper thing to do.

Mr. LITTAUER. Your clerks are keeping your work up in current fashion?

General DAVIS. Yes; we drop behind occasionally, but then we catch up. The work of the office is constantly increasing. The condition of the insular possessions is giving rise to a great many legal questions. Of course, the great burden of the legal work falls on me. The clerks do the copying.

Mr. LITTAUER. Have you any army officers?

General DAVIS. Yes; I have two. When I speak about the work increasing, I mean that which falls upon me and my assistants, and

corresponding to that is the work of the clerks in copying the opinions and indexing them.

**Mr. LIVINGSTON.** You said you had two army officers?

**General DAVIS.** I divide the work up among them as it comes in each day. They are lawyers. I take up the most important, as my experience has been very much greater than theirs; but there is plenty of work for them to do.

**Mr. LITTAUER.** When you say they are lawyers, you mean they are officers of the Army who have had experience in law?

**General DAVIS.** They have been admitted to the bar and have practiced at the bar and appeared before courts.

**Mr. LITTAUER.** What rank have they?

**General DAVIS.** One is a major and the other is a second lieutenant. The second lieutenant is not a member of the Judge-Advocate's Department, but the major is. The lieutenant is a grandson of Edwin M. Stanton. He has practiced law in the office of Mr. Dalzell, of Pittsburgh—Representative Dalzell here—for a number of years. He is a very competent young lawyer, and shows some evidences of having something of the ability of his distinguished grandfather.

**Mr. LITTAUER.** How was he appointed to the service?

**General DAVIS.** He was appointed lieutenant of infantry at the close of 1901. There are about 36 officers in the Army who are lawyers. They have been admitted to the bar and have practiced from two years up to over twenty years. They came in in 1901. There is a smaller number, five or six or seven officers, who have studied law and been admitted to the bar and have done legal work, including some practice; and it is from that class that the vacancies are filled in the Department as they occur.

---

WEDNESDAY, February 14, 1906.

SIGNAL OFFICE.

**STATEMENT OF COL. JAMES ALLEN, ASSISTANT CHIEF SIGNAL OFFICER.**

**Mr. LITTAUER.** Now, you want to drop one clerk at \$840 and put one in at \$1,600?

**Colonel ALLEN.** Yes, sir. We would like to have that done.

**Mr. LITTAUER.** How many clerks have you?

**Colonel ALLEN.** We have one chief clerk and twenty-one other clerks.

**Mr. LITTAUER.** Your reason is that you have no clerk at \$1,600 at present?

**Colonel ALLEN.** No, sir.

**Mr. LITTAUER.** What do you mean to do—promote this man at \$840?

**Colonel ALLEN.** Yes; but we must promote them according to the civil-service rules. There are certain rules that we must go by. Those men are all appointed strictly in accordance with those rules.

**Mr. LITTAUER.** You stated in your note here, or at least General

Greely did, that the salaries are inadequate, especially of clerks acting as chiefs of division. How many divisions have you?

Colonel ALLEN. Four divisions.

Mr. LITTAUER. So that the average number of clerks in a division in your Bureau is only five?

Colonel ALLEN. Yes. Some divisions are larger than others; of course, you know—

Mr. LITTAUER. The duty of a chief clerk is supervisory over four others?

Colonel ALLEN. Over twenty.

Mr. LITTAUER. I mean chief of division?

Colonel ALLEN. Yes; or whatever number may be in that division.

Mr. LIVINGSTON. Colonel, why can you not consolidate these divisions?

Colonel ALLEN. They have separate duties. They are consolidated under the general division, which is under the chief clerk, and under the Chief Signal Officer. We have an examining division. That takes care of the accounts.

Mr. LIVINGSTON. I know; but why can not one chief take charge of the whole concern?

Colonel ALLEN. It would hardly be possible in an organization where you had a certain division not to have one man at the head of that division.

Mr. LITTAUER. The chief clerk can practically look after all this work, can he not?

Colonel ALLEN. He does do it in a general way.

Mr. LITTAUER. Could it not be arranged so that the chief clerk could look after these 20 clerks and see that the work is properly carried on?

Colonel ALLEN. There would have to be one man there in control, whether you called him that or not. He would be chief assistant to the officer in charge of that division. He keeps those men going and they all work together. Then in charge of each division is an officer.

Mr. LITTAUER. But remember that the man has not much to do whose duty is to guide the work of five or six men only.

Colonel ALLEN. He works as much as the others. He also is a workingman. He is the hardest worked of the whole lot.

Mr. TAWNEY. What is the nature of the work of these four different divisions that requires the work to be done in different divisions?

Colonel ALLEN. We have what is called the correspondence division, to which all the mail and everything goes. That is presided over by the chief clerk, directly under the Chief Signal Officer of the Army. Then we have a disbursing division, which disburses all the money. All the correspondence coming to that division the chief clerk sends to the disbursing officer. Then we have the telegraph division, which has charge of the telegraphic lines and cable lines in the Philippines and Alaska and the few lines that we have in the United States. Then we have the electrical division, a large division, which has charge of the seacoast defenses to the extent of putting in the fire control and direction. Of course we have quite an appropriation for that each year, and just at this time we are very busy.

Mr. TAWNEY. That is the four divisions?

Colonel ALLEN. Yes, sir.

Mr. TAWNEY. Could your organization be changed so as to consolidate these divisions and have the work done between two chiefs instead of five?

Colonel ALLEN. I do not think so, sir. This organization is the result of many years of hard work in trying to get along with the force that we have, and it is the best that we have been able to do.

Mr. LITTAUER. Does the chief clerk keep in touch with all that is going on in each of these divisions? Does he go among the men and see what is going on?

Colonel ALLEN. No, sir.

Mr. LITTAUER. What does he do?

Colonel ALLEN. Everything that goes in goes to him to be distributed; everything that comes back comes through him. The work all comes to the chief clerk or the Chief Signal Officer for signature and from there it is distributed. It is the center of these other four systems that gravitate around him.

Mr. LITTAUER. The amount of this work received and sent out is so great that he can not keep in touch with the work of 20 clerks?

Colonel ALLEN. He has to look over all this correspondence, and he has got to know. We keep a card catalogue and everything.

Mr. LITTAUER. When the work comes it comes to him first, and he hands it over to the head clerks, who preside, respectively, over four or five or over six or seven people?

Colonel ALLEN. He comes there about 8 o'clock in the morning, and as fast as the mail comes in he distributes it among the different divisions. On coast-defense business perhaps there will be a stack that high [indicating], and that goes from him to its destination.

Mr. LITTAUER. The man in the electrical division distributes to four or five under him?

Colonel ALLEN. Yes.

Mr. LITTAUER. Would it be under the supervision of that chief clerk?

Colonel ALLEN. The chief clerk is in touch with the men there. He has to keep them going all the time. He takes up this and that subject and sees what work they are on and gives them their different work.

Mr. LITTAUER. It is too much for the chief clerk to know that these four or five men in each division are doing any particular kind of work?

Colonel ALLEN. He never sees them. We are two or three blocks away.

Mr. LITTAUER. Do you mean to say this force is not in one place?

Colonel ALLEN. No; they are not.

Mr. LITTAUER. That is the beginning of your trouble, then—of your expense?

Colonel ALLEN. We have some of our people in the War Department and some in the Lemon Building; then we have a house on G street and one on F street.

Mr. LIVINGSTON. Where are these clerks of yours?

Colonel ALLEN. In the War Department proper we have three rooms. We have the Chief Signal Officer and an assistant and chief clerk. That is the general or correspondence division. From there

we send out the work. Then we have the electrical division in the Lemon Building.

Mr. TAWNEY. Where is the other building?

#### DETAILS OF OUTSIDE CLERKS.

Colonel ALLEN. It was allowed by law, and there is paid out quite a considerable sum for these clerks in the Electrical Division outside of the clerks appropriated for here.

Mr. LIVINGSTON. I understand you have three groups of five each in the War Department building proper.

Colonel ALLEN. That is all one division. That is the office of the Chief Signal Officer. His principal assistant—and the general correspondence is done there.

Mr. TAWNEY. How many clerks are there there?

Colonel ALLEN. There are seven or eight in that department.

Mr. LIVINGSTON. Are the others all over in the Lemon Building?

Colonel ALLEN. All the Electrical Division is in the Lemon Building.

Mr. LIVINGSTON. How many are in that?

Colonel ALLEN. Out of this appropriation there are two. Then we have to pay out of the appropriation for fire-control purposes what we have to have on the outside.

Mr. LITTAUER. What are those clerks doing?

Colonel ALLEN. They are doing the technical work of fire control in the Electrical Division. For instance, they want a system of fire control and defense. We make out the plans, take the engineers' plans—first taking the engineers'—and then we make the electrical plan. It is enormous work. It takes hundreds of blueprints and several delineations on the map. Finally it comes back and is approved by the Secretary of War, and he says, "Go on and do it."

Mr. LITTAUER. Are these employees civil-service employees?

Colonel ALLEN. They are obtained through the civil service, but they can be discharged at any moment. They are emergency people.

Mr. LITTAUER. Do you have the same number all the time?

Colonel ALLEN. No, sir; it depends on the state of the work.

Mr. TAWNEY. Are these people paid out of the appropriation for fire control?

Colonel ALLEN. Yes, sir. The highest man in that division gets \$1,200; the lowest, a laborer, gets \$600.

Mr. TAWNEY. Now, those clerks are a part of the Signal Corps Service—the ones that are being paid out of the fortification appropriation?

Colonel ALLEN. Yes. None of them are permanent in the sense that they are on the roll permanently.

Mr. TAWNEY. As long as you have fire control you will have to have those clerks?

Colonel ALLEN. You could not do without them.

Mr. TAWNEY. But practically—for all practical purposes—they are permanent clerks?

Colonel ALLEN. Yes.

Mr. TAWNEY. Why would it not be better to include the estimate for them in your permanent force, to be paid for out of the appropriation that the salaries of other clerks are paid from?

Colonel ALLEN. It might be a good thing to do.

Mr. TAWNEY. There is no limitation upon you as to the number of clerks you may employ and pay for out of the appropriation for fire control?

Colonel ALLEN. It is fixed by the Secretary of War.

Mr. LITTAUER. Does the Auditor ever object to any of these employments?

Colonel ALLEN. No, sir.

Mr. LITTAUER. In connection with the Chief of Engineers I find that he requires special authorization for such draftsmen and engineers and others as he may deem necessary to employ.

Colonel ALLEN. These technical men that we procure are all examined by the civil service. In fact, all the clerks are appointed through the civil service.

Mr. LITTAUER. You can hire as many as your appropriation warrants, and what you need, without restraint of authority except that carried by the appropriation itself, and no objection is made thereto?

Colonel ALLEN. No, sir. The Comptroller has decided that the Secretary of War is supposed to know whether they are necessary, and he does.

Mr. LITTAUER. Will you furnish us a statement of the skilled draftsmen, engineers, and others doing similar service of a clerical nature who have been employed during the last fiscal year in your Bureau?

Colonel ALLEN. I can not give it accurately from memory, but I can furnish it to you later on.

Mr. LITTAUER. Yes; and out of what appropriations they are paid.

Colonel ALLEN. Yes, sir.

Mr. LITTAUER. You have more than one appropriation for that?

Colonel ALLEN. No, sir—fire control. You know that appropriation is made for one lump sum, and they give us so much, and out of each allotment we use that as far as necessary.

Mr. LIVINGSTON. You have accounted for 9 clerks—7 of them over in the War Department and 2 over in the Lemon Building. That is 9. Where are the others—11?

Colonel ALLEN. They are in the disbursing division. I may not be giving you these numbers in each division accurately, Colonel, but the disbursing division and the examining division have more—

Mr. LIVINGSTON. Do you mean they are detailed to the disbursing office?

Colonel ALLEN. Yes. That is also in the War Department building.

Mr. LIVINGSTON. They are not under you?

Colonel ALLEN. They are not under the disbursing officer of the War Department, but under the disbursing officer of the Signal Corps—a disbursing officer who disburses all the money for the fire control and the Signal Corps at large—and he disburses the entire amount.

Mr. LITTAUER. What is his compensation?

Colonel ALLEN. He now gets \$1,800.

Mr. TAWNEY. How much money does he disburse?

Colonel ALLEN. Last year he disbursed about \$600,000.

Mr. TAWNEY. How are these disbursements made?

Colonel ALLEN. By contracts and advertisements for supplies.

Mr. TAWNEY. The vouchers come to him?

Colonel ALLEN. In the first place, if we buy anything it must be by advertisement, and the contract must be approved by the Chief Signal Officer of the Army, and then he disburses it on that approval.

Mr. TAWNEY. Are these accounts sent direct to him without any previous investigation by the Chief Signal Officer?

Colonel ALLEN. No, sir.

Mr. TAWNEY. Suppose this disbursement was made by the disbursing officer of the War Department. Could he not do it on your approval just as well as the disbursing officer in your particular bureau?

Colonel ALLEN. How is that, please?

Mr. TAWNEY. I say, suppose we were to abolish the disbursing office in your Department and the vouchers for payment on contracts were sent to the general disbursing officer of the War Department with your approval. Would that not be just as practicable and result in the economy incident to the elimination of your disbursing officer?

Colonel ALLEN. As I understand, he does not disburse military funds. These are military affairs. I do not think it would save anything to send it down to that man.

Mr. TAWNEY. Could you not get along without a disbursing officer, then?

Colonel ALLEN. I do not think the general disbursing officer could attend to this. A man would have to have some technical knowledge about these things. He makes the contracts.

Mr. TAWNEY. The disbursing officer does?

Colonel ALLEN. Yes; he signs them on the part of the United States, and the contractor signs them, and before final approval they are approved by the Chief Signal Officer.

Mr. LIVINGSTON. Do you mean to say that he makes his own contracts and disburses the money on them?

Colonel ALLEN. That is the common practice.

Mr. TAWNEY. When you advertise, who passes upon the acceptance of the bids?

Colonel ALLEN. We have a board of expert men—three men, experts in all the different branches. When the bid comes in we send the contract to them and they look it over. If there is any reason why it does not go to the highest bidder they have to give an excellent reason for it.

Mr. TAWNEY. Then this board passes upon the bid and the form and provisions of the contract?

Colonel ALLEN. Yes; and recommends to the Chief Signal Officer, and he decides to whom that contract shall go.

Mr. TAWNEY. Then the mere matter of affixing the signature of the disbursing officer is purely a matter of form? He does not exercise any judgment in the matter of the contract?

Colonel ALLEN. No, sir. He frequently is one of the officers on that board. We have three men on it. The idea is that everybody shall have a look at that thing, and that it shall be perfectly clear, and that the best judgment of everybody shall be had as to that contract.

Mr. LIVINGSTON. Who constitutes the board? You say the disbursing officer is one?

ARMY OFFICERS CHIEFS OF DIVISIONS.

Colonel ALLEN. The officer in charge of the electrical division and the officer in charge of the telegraphic division—one major and two captains.

Mr. LITTAUER. They are not paid out of this fund?

Colonel ALLEN. No, sir. They are officers of the Army.

Mr. LITTAUER. The disbursing officer is not paid out of this fund?

Colonel ALLEN. No, sir. He is a captain of the Army.

Mr. TAWNEY. I understood you to say one of these clerks was the disbursing officer.

Colonel ALLEN. That was misleading. I did not intend to say that.

Mr. LITTAUER. In these various divisions you have officers of the Army in charge and not clerks?

Colonel ALLEN. The head man is an officer of the Army. The officer is right there with the clerks. He sits with the clerks.

Mr. LITTAUER. What is the necessity of his having a head clerk if he has only four or five clerks under him?

Colonel ALLEN. If you do not give a man a certain amount of money you can not get the necessary talent in that work. This man we have here at \$2,000 as chief clerk is going away in a few months.

Mr. LITTAUER. Where?

Colonel ALLEN. He is going back to work somewhere. He is busy, gentlemen.

Mr. TAWNEY. Is he going out of the service?

Colonel ALLEN. Yes, sir.

Mr. LITTAUER. What character of work does your clerk at \$840 now perform?

Colonel ALLEN. They are men who have just been appointed. For instance, they have generally to begin at the bottom. As vacancies occur these men go up. The vacancy is generally at \$840. A man comes in at that. He is probably not very much of a man, and probably would not come in at that if he did not expect pretty soon to be advanced. There is not much promotion in this list for men. Of course \$840 is a pretty small amount for a clerk to live on in the city of Washington, and if he does not get a promotion he does not stay long.

Mr. LIVINGSTON. You have 20 clerks. How many of them are females?

Colonel ALLEN. We have at present two females. I think one of them is only temporary. She is going away soon.

Mr. LIVINGSTON. Now, one other thought. I do not get it distinctly. Do I understand that the chief of each of these divisions is an army officer?

Colonel ALLEN. Yes, sir. That expense is paid out of the army appropriation. This is simply the clerical force of the office.

Mr. LITTAUER. You will send us that statement? (See p. 343.)

Colonel ALLEN. Yes, sir.

Mr. LIVINGSTON. If you should combine those offices it would send three officers of the Army back to the field. They are now detailed here?

Colonel ALLEN. They belong to the Signal Corps.

Mr. LIVINGSTON. I know, but they are detailed to the building. But if the divisions were combined they would be sent back to the field?

Colonel ALLEN. Yes.

Mr. LITTAUER. How many officers have you in your Bureau now?

Colonel ALLEN. The Chief Signal Officer, one major, and two captains, and one temporarily here—he is simply here for instruction before he goes out to the field—and one lieutenant, already under orders to go. The force consists of the Chief Signal Officer, one principal assistant, and one major and two captains. That is five officers.

Mr. LITTAUER. Then are many officers drawn in to do special work at certain times in a year?

Colonel ALLEN. No, sir; none at all. It is only when a new man is detailed to the Signal Corps from the line of the Army for four years.

Mr. LITTAUER. Before you had this fire control, which is but recent, how many divisions had you?

Colonel ALLEN. There were practically the same number of divisions, but they were smaller. You have to have a little division of the work, whether the work is large or small. There must be a differentiation of the work.

Mr. BRICK. I wanted to ask you one question: What is the difference in the different seats of work in the several places? Why are they separated and scattered?

Colonel ALLEN. Because there is not room enough in the War Department.

Mr. BRICK. Would you rather have them all together?

Colonel ALLEN. Yes. If I want an officer to consult with him, we have to talk over the telephone or walk a block, and we have to send the papers back and forth. The War Department does not give us sufficient room to have our force all together.

---

WAR DEPARTMENT,  
OFFICE OF THE CHIEF SIGNAL OFFICER.  
Washington, February 14, 1906.

MY DEAR MR. LITTAUER: In accordance with your request of to-day, I have the honor to inclose herewith a memorandum showing the designation, number, and annual salary of civilian employees of the Signal Corps whose salaries are paid from the allotment of the appropriation "Fire control at fortifications."

Yours, truly,

JAMES ALLEN.

Brigadier-General, Chief Signal Officer of the Army.

Hon. LUCIUS N. LITTAUER,  
House of Representatives, Washington.

*Memorandum of employees in the Signal Service at large paid from the allotment of appropriation "Fire control at fortifications."*

Title of employees.	Number.	Annual salary.	Total.
Electrical engineer.....	2	\$2,900	\$4,600
Assistant electrical engineer.....	1	1,700	1,700
Do.....	5	1,600	8,000
Do.....	2	1,600	3,200
Cable engineer.....	1	1,500	1,500
Electrical assistant.....	8	1,200	3,600
Do.....	7	1,000	7,000
Do.....	5	900	4,500
Draftsman.....	1	1,600	1,600
Do.....	2	1,200	2,400
Instrument maker.....	1	1,100	1,100
Machinist.....	1	1,200	1,200
Clerk.....	6	1,200	7,200
Do.....	4	1,000	4,000
Do.....	5	900	4,500
Packer.....	1	900	900
Do.....	1	840	840
Do.....	2	720	1,440
Messenger.....	1	840	840
Do.....	1	720	720
Laborer.....	1	660	660
Do.....	1	600	600
Charwoman.....	1	192	192
<b>Total .....</b>			<b>62,952</b>

*a One-half of salary of one clerk, at \$900 per annum, stationed at San Francisco is paid by the Ordnance Department.*

WAB DEPARTMENT.  
OFFICE OF THE CHIEF SIGNAL OFFICER.  
*Washington, February 19, 1906.*

MY DEAR MR. LITTAUER: Referring to the information sent you in my letter of the 14th instant, giving a memorandum of the employees in the Signal Service at large whose salary is paid from the allotment of the appropriation "Fire control at fortifications," I have the honor to forward herewith further additional information, as follows:

Inclosure No. 1. Copy of memorandum inclosed with my letter of the 14th to you.

Of the employees mentioned in inclosure No. 1 the following are on duty in the city of Washington, as shown by inclosure No. 2:

One electrical engineer, one assistant electrical engineer, two electrical assistants, three draftsmen, one electrical-instrument maker, eight clerks, one packer, two messengers, two laborers.

The remaining employees mentioned in inclosure No. 1 are on duty at New York City, San Francisco, Cal., Fort Wood, N. Y., and at the forts along the Atlantic, Gulf, and Pacific coasts.

Of the employees mentioned in inclosure No. 2 the following only are permanently stationed in the city of Washington: Nine clerks, two messengers, two laborers.

The other employees mentioned in inclosure No. 2 are subject to orders requiring them to take station at any place where their services are required in connection with fire-control installation at fortifications.

If it is desired that Congress should give specific authority for the payment of the men stationed in the city of Washington additional to that conveyed in the bill making appropriations for fortifications, etc. (see Report 927. H. R. 14171), it can be done by adding in the legislative, executive, and judicial appropriation bill, after the employees under the Chief Signal Officer of the Army, the words "and the services of skilled draftsmen, electrical engineers, and such other services as the Secretary of War may deem necessary, may be employed in the Office of the Chief Signal Officer of the Army to carry into effect the various appropriations for fortifications and other work of defense."

This is the provision added to the legislative, executive, and judicial appropriation bill for the Office of the Chief of Engineers of the Army.

Very respectfully,

JAMES ALLEN,  
Brigadier-General, Chief Signal Officer of the Army.

HON. LUCIUS N. LITTAUER,  
House of Representatives, Washington.

[Inclosure No. 2.]

FEBRUARY 15, 1906.

*Memorandum of employees on duty in Washington paid from allotment of appropriation for "Fire control at fortifications" who are on duty in the office of the Chief Signal Officer of the Army.*

Name.	Designation.	Annual salary.	Date of assignment.
R. A. Klock.....	Electrical engineer.....	\$2,300	Oct. 8, 1905
C. E. Whiton.....	Assistant electrical engineer.....	1,700	Nov. 28, 1905
A. J. Smith.....	Electrical assistant.....	1,080	Nov. 19, 1905
H. B. De Groot.....	do.....	1,080	Feb. 23, 1904
W. Welch.....	Draftsman.....	1,600	July 8, 1905
R. F. Barnes.....	do.....	1,200	Aug. 24, 1905
P. C. Bowen.....	do.....	1,200	Sept. 14, 1905
A. Mayer.....	Instrument maker.....	1,400	Apr. 15, 1905
L. Cohen.....	Clerk.....	1,200	Oct. 12, 1904
C. R. Linn.....	do.....	1,200	Feb. 5, 1905
F. M. Alford.....	do.....	1,200	July 18, 1905
J. R. Biggs.....	do.....	1,000	Nov. 1, 1904
M. W. Perley.....	do.....	1,000	Jan. 3, 1905
A. M. Rogers.....	do.....	900	Jan. 20, 1905
C. E. Koss.....	do.....	900	May 5, 1905
T. F. McGovern.....	do.....	300	Aug. 28, 1905
J. J. Mullaney.....	do.....	900	Oct. 16, 1905
C. E. Vermillion.....	Packer.....	840	Jan. 1, 1905
O. Haube.....	Messenger.....	840	June 4, 1905
A. M. Glynn.....	do.....	720	May 10, 1905
A. P. Daniel.....	Laborer.....	660	Sept. 19, 1904
J. Scott.....	do.....	600	Aug. 12, 1905

WEDNESDAY, February 14, 1906.

## OFFICE OF THE QUARTERMASTER-GENERAL.

## STATEMENT OF BRIG. GEN. CHARLES F. HUMPHREY, QUARTERMASTER-GENERAL.

Mr. LITTAUER. General, how many clerks have you altogether in your office here in Washington?

General HUMPHREY. One hundred and ninety-one employees are authorized by law, and 187 are now actually employed. A few vacancies always occur from time to time which there is some delay in filling through calls upon the Civil Service Commission. Of the total number 157 are clerks and the remainder consists of draftsmen, engineers, inspectors of supplies, messengers, laborers, etc..

Mr. LITTAUER. We notice here there are 191 salaries provided for under the law, but they include engineers, assistant civil engineers, and electrical engineers?

General HUMPHREY. Yes.

Mr. LITTAUER. How many clerks proper did you say?

General HUMPHREY. One hundred and fifty-seven.

Mr. LITTAUER. What is the condition of the work of your office?

General HUMPHREY. It is up pretty thoroughly.

Mr. LITTAUER. Do you find your force sufficient to do the work?

General HUMPHREY. No, sir.

## DETAILS OF OUTSIDE CLERKS.

Mr. LITTAUER. How many details have you got?

General HUMPHREY. How do you mean?

Mr. LITTAUER. Men detailed to do clerical work in the Department here in Washington either from other bureaus of the War Depart-

ment or paid for out of other appropriations than the appropriations carried in this legislative bill.

General HUMPHREY. I should have to look to see. There are several paid from army appropriations working in connection with that office, but not in the office.

Mr. LITTAUER. Amalgamated with the force provided here?

General HUMPHREY. Yes, sir.

Mr. LITTAUER. Paid out of what funds?

General HUMPHREY. The army appropriation.

Mr. LITTAUER. Then you are able to secure additional force to your clerical force here in the Department through these various appropriations carried in the army bill?

General HUMPHREY. Yes, sir.

Mr. LITTAUER. Do those appropriations provide for clerk hire, or is it just the general conduct of the roll?

General HUMPHREY. Unless they are on our permanent roll they are called clerks at large, the same as the hire of the same kind of clerks at outlying stations.

Mr. LITTAUER. Do the accounting officers make any objection to their employment? Have they objected, in your experience?

General HUMPHREY. They have, a little; but they passed the accounts when it was explained—the manner in which employed—and that we required them absolutely to conduct the work.

Mr. LITTAUER. Will you send us a statement of the additional clerks who were employed during the last fiscal year in your office and are now employed there, so that we may get some idea of how many clerks are actually employed?

General HUMPHREY. In connection with the office?

*Employees of Quartermaster-General's Bureau paid from appropriations for the Quartermaster's Department at large.*

Four clerks, at \$1,440; 2 clerks, at \$1,280; 3 clerks, at \$1,200; 1 clerk, at \$600; 1 skilled laborer, at \$840; 3 laborers, at \$720; 2 laborers, at \$600; 1 laborer, at \$480; 1 advisory architect, at \$2,500; 1 civil engineer, at \$1,800; 1 sanitary and heating engineer, at \$1,800; 1 builder and mechanic, at \$2,500; 1 architectural draftsman, at \$1,800; 1 structural engineer, at \$1,800; 1 electrical engineer, at \$1,500; 6 draftsmen, at \$1,500; 2 draftsmen, at \$1,400; 1 assistant draftsman, at \$1,000; 2 specification writers and computers, at \$1,200.

*Employees of General Staff paid from appropriations for Quartermaster's Department at large.*

Two clerks, at \$1,200; 1 draftsman, at \$1,400.

*Employees of Army War College paid from appropriations for the Quartermaster's Department at large.*

Three laborers, at \$720.

Mr. LITTAUER. Yes; here in Washington.

Mr. TAWNEY. Do you say some of these clerks are paid out of the transportation appropriation for the Army?

General HUMPHREY. Yes; when they are engaged on work with reference to vessels. The appropriation from which they are paid depends on the work upon which engaged.

Mr. LITTAUER. Now, the act of 1882, which determines the employments in the Executive Departments, states this:

Sec. 4. That no civil officer, clerk, draftsman, copyist, messenger, assistant messenger, mechanic, watchman, laborer, or other employee shall, after the first day of October next, be employed in any of the Executive Departments,

or subordinate bureaus or offices thereof, at the seat of government, except only at such rates and in such numbers, respectively, as may be specifically appropriated for by Congress for such clerical and other personal services for each fiscal year; and no civil officer, clerk, draftsman, copylist, messenger, assistant messenger, mechanic, watchman, laborer, or other employee shall hereafter be employed at the seat of government in any Executive Department or subordinate bureau or office thereof or be paid from any appropriation made for contingent expenses, or for any specific or general purpose, unless such employment is authorized and payment therefor specifically provided in the law granting the appropriation, and then only for services actually rendered in connection with and for the purposes of the appropriation from which payment is made, and at the rate of compensation usual and proper for such services, and after the first day of October next, section one hundred and seventy-two of the Revised Statutes, and all other laws and parts of laws inconsistent with the provisions of this act, and all laws and parts of laws authorizing the employment of officers, clerks, draftsmen, copylists, messengers, assistant messengers, mechanics, watchmen, laborers, or other employees at a different rate of pay or in excess of the number authorized by appropriations made by Congress, be, and they are hereby, repealed; and thereafter all details of civil officers, clerks, or other subordinate employees from places outside of the District of Columbia for duty within the District of Columbia, except temporary details for duty connected with their respective offices, be, and are hereby, prohibited; and thereafter all moneys accruing from lapsed salaries, or from unused appropriations for salaries, shall be covered into the Treasury: *Provided*, That the sums herein specifically appropriated for clerical or other force heretofore paid for out of general or specific appropriations may be used by the several heads of Departments to pay such force until the said several heads of Departments shall have adjusted the said force in accordance with the provisions of this act: and such adjustment shall be effected before October first, eighteen hundred and eighty-two.

And in making such adjustment the employees herein provided for shall, as far as may be consistent with the interests of the service, be apportioned among the several States and Territories according to population: *Provided further*, That any person performing duty in any capacity as officer, clerk, or otherwise in any Department at the date of the passage of this act who has heretofore been paid from any appropriation made for contingent expenses or for any contingent or general purpose, and whose office or place is specifically provided for herein, under the direction of the head of that Department may be continued in such office, clerkship, or employment without a new appointment thereto, but shall be charged to the quotas of the several States and Territories from which they are respectively appointed, and nothing herein shall be construed to repeal or modify section one hundred and sixty-six of the Revised Statutes of the United States.

Now, we are meeting just such cases as you just referred to, and we can not understand how you can draw that force in and how the accounting officers can pass your accounts for that force. We want to provide here for all necessary clerical work done here in the Quartermaster's Bureau in Washington.

General HUMPHREY. Mr. Chairman, I have asked for that, and it was not allowed; and the work has to be done, you know.

Mr. LITTAUER. That is the basis, is it?

General HUMPHREY. Yes; I have quit asking.

Mr. LITTAUER. What compels you to do the work?

General HUMPHREY. Work that comes to us by acts of Congress in connection with the Quartermaster's Department. I can explain that very fully. We have this year in connection with the construction of and betterment of military posts some \$9,534,000. For the preceding fiscal year about the same amount, and for the fiscal year preceding that approximately the same amount. In other words, we have had during the last three fiscal years and the current fiscal year \$35,559,158.63 to expend on this work, and for this branch of our

work we necessarily must have more force than the permanent roll provides for the Quartermaster-General's office. It must be remembered that during the last four years, including the present fiscal year, the appropriations to be cared for by this Department have averaged \$39,167,000 per year, and to carry this work along the permanent roll did not provide sufficient force to take care of the construction and repair branch.

Mr. LITTAUER. After all, the appropriation made by Congress is the limit for the carrying on of that work. Now, according to your method here, you simply say, "We have got work that in our judgment has got to be done, and whether Congress appropriates enough to do it or not, or provides enough clerical force to do it or not, we have got it going, and consequently we draw upon other funds to do it," which seems to me to be a violation of law.

General HUMPHREY. It may seem to you so, but you should bear in mind that Congress has provided for an army of a certain size, which must be sheltered, transported, supplied with clothing and other supplies necessary for its use and operation. This Army within the past few years has been more than doubled in size, which necessitated the construction of shelter far in excess of that provided for the old standing Army, and more than that, under modern conditions the buildings must be of a size and elaborateness of plan never dreamed of in the construction of the old frontier posts where, prior to the Spanish war, the troops were generally stationed. I take it that this law which established the strength of the Army, thereby making necessary the increased work connected with its shelter, supply, transportation, etc., is meant to be carried into effect as surely as the provision which you quote. Conditions surrounding the operations of the Army have so shaped themselves that by far the larger part, in fact, practically the whole of this work of providing shelter, as well as through the change from blue to olive-drab uniforms, the supply of uniforms and clothing has been required to be done within the past three years, and it is not yet complete. Therefore, in order to carry out the work enjoined upon the Department by Congress in connection with the purposes above mentioned which fall to the Quartermaster's Department, it became necessary to utilize the services of employees of the Department at large, otherwise we should have been censurable in allowing the purposes of Congress to be defeated in this highly vital point.

Mr. LITTAUER. We notice here, this year, you have made no request whatever for increase of force.

General HUMPHREY. No, sir.

Mr. LITTAUER. Why have you not?

General HUMPHREY. Here is the list of increases I asked for heretofore. I do not think it ever reached you. I do not think it got beyond the War Department.

*List of increases in clerical force of Quartermaster-General's Office submitted to the Secretary of War for the fiscal year 1905.*

Increase of pay of chief clerk from \$2,000 to \$2,500; increase of pay of 4 clerks from \$1,800 to \$2,000, to be chiefs of divisions; 1 clerk to Quartermaster-General at \$1,800; 3 clerks at \$1,600; 3 clerks at \$1,400; 8 clerks at \$1,200; 17 clerks at \$1,000; 6 clerks at \$900; 5 clerks at \$840; 1 supervising architect at \$3,600; 1

sanitary engineer at \$2,500; 3 architectural and structural draftsmen at \$1,400; 1 assistant draftsman at \$1,400 (1 at \$1,200 allowed); 1 blueprint machine operator at \$900; 1 assistant messenger at \$600.

Mr. LITTAUER. Then we must infer that in the judgment of the Secretary of War it was not needed. Is there any limit that you place upon yourself as to the drawing in of additional force to carry on the clerical work, or do you simply determine the number of clerks and add on as the work increases?

General HUMPHREY. We have more work sometimes than at others. We are not up with the work last year. We are not up with the work to-day.

Mr. LITTAUER. Are not up to-day?

General HUMPHREY. Nothing like up. We are up with the routine work. We have a great deal of work which should have been done last year that has come over to this year.

Mr. LITTAUER. Did you explain that to the Secretary of War when you submitted your estimates for the year?

General HUMPHREY. Yes, sir; that is, not this year. I did not ask for any additional force. I did not think it was worth while.

Mr. LITTAUER. Then practically, from our standpoint, there is no use in going through with you this estimate, because if we determine in one way or other, we have no control over the expenditure of clerk hire in the Quartermaster-General's Department.

General HUMPHREY. Well, I would a great deal rather have the force in the office as a permanent force.

Mr. LITTAUER. We surely are considering this bill with a view of recommending to Congress appropriations to take care of what, in our judgment, is a force necessary to perform the work.

General HUMPHREY. Yes.

Mr. LITTAUER. And if you make no recommendations and say simply, "The work has got to be done, and there are other funds I can draw on," then—

General HUMPHREY. I did it, Mr. Chairman, for three years. I did not this year.

Mr. LIVINGSTON. What excuse does the Secretary give, General, for turning down your estimates?

General HUMPHREY. I did not get any excuse. It is hard sledding. It costs us as much to support the Army this year as it did three years ago, properly speaking, for everything is kept in trim. We either ought to have more money or the Army should be cut down, one or the other. We are driven to asking for a deficiency of \$600,000 for regular supplies. If I had been allowed the \$6,603,893.92 I asked for it would have been sufficient.

Mr. LITTAUER. The law permits you to do certain things, whether there is any appropriation or not. If you need forage, for instance, you can buy it, and no limit of law controls that. Is that it?

General HUMPHREY. That is a question. I do not want to exceed the appropriations, but it can not be otherwise with reference to regular supplies.

Mr. LIVINGSTON. Suppose the Secretary of War orders one or two or three regiments to the Philippines that were not anticipated. You have to meet it, have you not?

General HUMPHREY. Yes, sir; and I do not have full control of certain appropriations. I do "Barracks and quarters." Take, for

instance, "Transportation of the Army;" the Department and division commanders issue orders, and the various staff departments are constantly making inroads upon that appropriation. It is the same way with regular supplies, incidental expenses, and some others, to a certain extent.

Mr. LITTAUER. But in the case of clerk hire everything is absolutely in your hands—clerk hire here in Washington?

General HUMPHREY. Yes, sir.

Mr. LITTAUER. When you call for additional clerks, do you ask them of the Secretary of War—

General HUMPHREY. I recommend their employment to the Secretary of War.

Mr. LITTAUER. Or make requisition upon an outside appropriation?

General HUMPHREY. They all come through the civil service. I explained to the Secretary of War the necessity, and he authorizes me to employ.

Mr. LITTAUER. This has been going on ever since you were Quartermaster-General, Mr. Humphrey?

General HUMPHREY. I should say so.

Mr. LITTAUER. Was the practice inaugurated previous to your coming there?

General HUMPHREY. To some extent. I do not know just to what extent.

Mr. LITTAUER. Do you consider these men drawn in from other appropriations temporary assistants, or are they there all the year around?

General HUMPHREY. Some are temporary; some are more permanent. We hire and discharge as the state of the work in hand demands.

Mr. LITTAUER. How many divisions have you placed your force in?

General HUMPHREY. Do you mean the permanent force?

Mr. LITTAUER. I mean the permanent force provided here.

General HUMPHREY. There are 15 distinct branches in the office, each division having a commissioned officer at the head of it.

Mr. LITTAUER. With an officer at the head of it?

General HUMPHREY. Yes.

Mr. LITTAUER. Then the heads of divisions of your clerical force are officers of the Army?

General HUMPHREY. Yes.

Mr. LITTAUER. How many are so detailed?

General HUMPHREY. There are 12 in the office.

Mr. LIVINGSTON. General, pardon me for asking this question: Could not those places be filled by civilians?

General HUMPHREY. No; not so well.

Mr. LIVINGSTON. I ask the question because we are scarce of officers.

General HUMPHREY. The objection is that I have to sign everything that goes to superior authorities—not only papers going to higher military authorities, but many others who occupy distinguished positions either in the military or naval service or in civil life, as well also as authorities for expenditures, and all other important papers except routine. The officers in charge of divisions sign papers going to inferior authorities, and, generally speaking, routine papers; think likely I do not sign more than one paper in fifteen to twenty. In the

other case, you know, I would have to sign all papers, which would be a physical impossibility.

Mr. LIVINGSTON. My question did not refer to you.

General HUMPHREY. Anything going to a superior of mine, to Congress, or to a military or civil superior, I sign; but where letters go to inferiors in rank, with some exceptions, an assistant signs.

Mr. LITTAUER. The law here provides for a certain number of clerks of the various classes down to \$720 a year. Now, when you draw in clerks from these other appropriations, who determines in what class they shall belong?

General HUMPHREY. I do, with the approval of the Secretary of War.

Mr. LITTAUER. You do?

General HUMPHREY. Yes, sir; as stated.

[At this point Hon. William H. Taft, Secretary of War, accompanied by Mr. John C. Scofield, chief clerk of the War Department, entered.]

General HUMPHREY. Congress does not determine with regard to the force of the Department at large. Few of these men are working in the War Department building. They are on work in connection with the Quartermaster-General's Office, and are on the rolls of the depot quartermaster and paid by him.

Mr. LITTAUER. And transferred here?

General HUMPHREY. They are working in this city.

Mr. LITTAUER. On the general work of the bureau of the Quartermaster-General?

General HUMPHREY. Yes, sir; in connection with it.

Mr. LITTAUER. That is expressly prohibited.

Secretary TAFT. How long has this been going on, General?

General HUMPHREY. For some time.

Secretary TAFT. How long?

General HUMPHREY. I can not say; before I came into the office.

Mr. LITTAUER. You said you believed it had been going on to a greater or less extent prior to your coming.

Secretary TAFT. What is the depot quartermaster doing? May I ask him some questions, Mr. Chairman?

Mr. LITTAUER. Certainly; go ahead.

Secretary TAFT. What is the depot quartermaster doing, General?

General HUMPHREY. Settling railway and telegraphic and transportation accounts; anything pertaining to transportation in the district; shipping troops out, etc.

Secretary TAFT. Is that a part of the Quartermaster's Office in Washington?

General HUMPHREY. No, sir; it is not. It is not so considered. It is not considered any part of the executive department.

Secretary TAFT. Do you have a depot quartermaster in St. Louis and New York?

General HUMPHREY. Yes.

Secretary TAFT. And in Philadelphia and San Francisco and Jeffersonville?

General HUMPHREY. Yes.

Secretary TAFT. These depots are not considered part of the executive force?

General HUMPHREY. No, sir.

**Secretary TAFT.** This is the same kind of an office?

**General HUMPHREY.** The depot force here in Washington is of the same general kind as at Jeffersonville, St. Louis, and other depots, so far as it goes. It should be understood, however, that the Washington depot is not at all of the importance of the other general depots of the Quartermaster's Department.

**Secretary TAFT.** I suppose that is the distinction that has been made.

**Mr. BURLESON.** It would be no part of the executive force?

**Mr. LITTAUER.** It becomes a part of the executive force when transferred to the Bureau here in Washington.

**Mr. LIVINGSTON.** They are not in the Bureau?

**General HUMPHREY.** As a matter of fact, we could transfer this work to the depot quartermaster if it were desirable to do so. All this work could properly be done at any of the general depots in the United States or at the offices of chief quartermasters at headquarters of departments to which the work referred, or even at the posts themselves where the construction or betterments were to be made. But it would be at additional expense and at great inconvenience and confusion, as has been demonstrated, and it would result in work greatly inferior to what is being done now.

**Mr. LITTAUER.** Does the work apply entirely to the work that the depot quartermaster performs?

**General HUMPHREY.** It could be made to. He, like any other quartermaster, can properly be directed to take up any work pertaining to the Department which proper superior authority may direct. I performed this nature of work as a depot quartermaster to the extent of making plans and drawing up specifications for the construction or betterment of military posts, including buildings, water and sewer systems, roads, walks, etc. Of course, the plans were forwarded to the Quartermaster-General for approval.

**Secretary TAFT.** That is the work, barracks and quarters, that you do as Quartermaster-General, is it not?

**General HUMPHREY.** Yes, sir; as Quartermaster-General.

**Secretary TAFT.** That is your direct work as Quartermaster-General, and what is done is to lend you these clerks to help you out?

**General HUMPHREY.** Yes; the work that has been done by these extra men is the work you approved of—building barracks and quarters, military posts, etc.

**Secretary TAFT.** The fact is, therefore, that what Captain Butt runs there is not within this description as an Executive Department. Nevertheless, he has clerks there under his control, as the depot quartermaster has in New York or as the depot quartermaster has in St. Louis, and what he has done is to lend those clerks to you?

**General HUMPHREY.** That is about it. They are, as a matter of fact, borne on the rolls of the depot quartermaster and paid by him, but employed upon such duties as their services are required. These duties are such as could properly be performed at any depot, military post, or outlying station.

**Secretary TAFT.** To assist you in the work of the Executive Department?

**General HUMPHREY.** Yes.

**Mr. LITTAUER.** You must remember we have a general law here which prohibits that. You happened to draw them from the depot

quartermaster right here. Suppose it was the depot quartermaster over in New York?

Secretary TAFT. It might just as well have been. It would be the same thing.

Mr. LITTAUER. This law was framed specifically to prevent that. It says:

After the first day of October next section one hundred and seventy-two of the Revised Statutes, and all other laws and parts of laws inconsistent with the provisions of this act, and all laws and parts of laws authorizing the employment of officers, clerks, draftsmen, copyists, messengers, assistant messengers, mechanics, watchmen, laborers, or other employees at a different rate of pay or in excess of the numbers authorized by appropriations made by Congress, be, and they are hereby, repealed; and thereafter all details of civil officers, clerks, or other subordinate employees from places outside of the District of Columbia for duty within the District of Columbia, except temporary details for duty connected with their respective offices, be, and are hereby, prohibited.

Secretary TAFT. That is to be construed according to its language, and that says "from outside the District of Columbia," and therefore it does not apply to this case, strictly speaking. But the spirit of it does.

Mr. BURLESON. The letter of it does not?

Secretary TAFT. No; but I quite agree that it is an evasion of the attempt of Congress to have every clerk in the Executive Departments specifically provided for by appropriations, and if it be true that you need more clerks, what you ought to do, General, is just to ask for more.

General HUMPHREY. I have heretofore, but I did not this year. My requests were not allowed, and I discontinued asking. But these are employees that are absolutely required.

Secretary TAFT. If you require them you ought to give Congress the opportunity to pass upon the question as to whether your requirements shall be met or ought to be met. That is the responsibility of Congress, not of ourselves.

Mr. LITTAUER. Yes; and you must remember that our going through here, as we are going through this bill here, to determine the compensation and force becomes practically of no use whatever if you can call in clerks at any compensation that the Quartermaster-General sees fit to pay them.

Secretary TAFT. Of course you make some provision as to discretion. You can not very well avoid giving discretion to the heads of some bureaus to fix the pay; but this condition we are discussing, of course, ought not to be.

Mr. LITTAUER. When your work gets behind do you call upon your clerks to work extra hours?

#### SUPERANNUATED CLERKS.

General HUMPHREY. Yes; there are some clerks that work extra hours all along. There are some clerks there who are not able to work extra hours or even the hours required because of age.

Mr. LITTAUER. What recommendation have you made as to them?

General HUMPHREY. I have made none in writing except in my annual reports, but I have discussed it with my superiors.

**Mr. LITTAUER.** Are they incapacitated otherwise than temporarily?  
**General HUMPHREY.** Yes, sir; there are men who are too old to do a full day's work.

**Mr. LITTAUER.** The law requires that you should make a recommendation.

**Secretary TAFT.** Are you not required, General, to certify about the efficiency of your force?

**General HUMPHREY.** Yes; we send in that.

**Secretary TAFT.** You certify they are efficient?

**General HUMPHREY.** No; but the efficiency marks show relatively just how they stand.

**Secretary TAFT.** But the last time I saw that I remember there was one man, or one woman, who was said to be inefficient and I therewith ordered her discharged, but I did not see from that report but that everybody else was efficient. [Laughter.] What is the form of that efficiency report?

**Mr. SCOFIELD.** What you have in mind, Mr. Secretary, is this: Every head of Department under the law is required to report to Congress every year in connection with the estimates whether or not there are any clerks in his Department below a fair standard of efficiency. The head of the Department makes this report, based upon the reports made to him by the chiefs of bureaus. With a single exception every chief last year reported that he had not any clerks below a fair standard of efficiency. One bureau chief reported a clerk below the standard, and the Secretary ordered that that one be dispensed with.

**Secretary TAFT.** The truth about that is that you had better acknowledge at once that, sitting up here as a Congressional committee, you think these people ought to be discharged, but that coming down visiting me, if a man or woman happened to be from your district, it appeals to the heart and takes the form of the strongest argument there is for some sort of arrangement to be made by which the clerk can be retained. [Laughter.]

**Mr. LITTAUER.** Will you not permit this to go into the hearings, Mr. Secretary, because a large part of our inquiries are directed to-day to the attempt to find some means of eliminating from the service superannuated people?

**Secretary TAFT.** The truth is that if you get a man with any sort of a heart at the head of a great Executive Department or at the head of a great bureau, and a respectable, God-fearing, well-educated person, who has served there for twenty-five or thirty years and has done good work, and gradually his powers begin to fail a little bit, though he is still able to go through the motions—it is human nature to—

**Mr. BURLESON.** You can not dismiss them?

**Secretary TAFT.** No; you can not dismiss them.

**Mr. BURLESON.** Unless by peremptory law?

**Secretary TAFT.** Yes; and unless you do as you do with the Army, retire them at three-quarters pay, or something of that kind.

**Mr. LITTAUER.** We have here a section—section 2—to the effect that the appropriations herein made for clerks, etc., in the public service shall not be available for the compensation of any persons incapacitated for the performance of such service otherwise than temporarily. Then I get a little statement from the Secretary of War here which

states that there are no persons in the War Department below a fair standard of efficiency [laughter], so that as the law is now framed it is practically unenforceable.

Secretary TAFT. Yes; practically it is. General Humphrey will tell you, as he has said just now, that many of these old men under him do not render as much work as younger men would.

Mr. BURLESON. You might take half the number of younger men and do the same amount of work?

Secretary TAFT. That is rather a strong statement, perhaps. Most of them do good work, but under the present system the most effective results are not accomplished. By such a provision as that which the Army has you would relieve a man of 65 years of age.

Mr. LITTAUER. I would like to ask the Quartermaster-General: Are many of the clerks in your bureau old men?

General HUMPHREY. Yes.

Mr. LITTAUER. And the amount of their performance daily is reduced on account of age?

General HUMPHREY. Yes, sir; but their knowledge and experience is valuable.

Mr. LITTAUER. Now, Mr. Secretary, would you believe it to be good departmental regulation that we should enact into law a provision to the effect that the salary of any clerk, when he reaches the age of 65, should not exceed a certain sum, and when he reaches the age of 68 it shall be a still less sum, and at the age of 70 a still smaller sum? Let us use the figures of \$1,200, \$1,000, and \$840.

Secretary TAFT. Mr. Chairman, my judgment about the system here may be radical, and it certainly is a very unpopular proposition. The very large appropriations for military pensions has made the public feel that we ought not to introduce civil pensions, and an effort has been made by the employees in Washington to organize for the purpose of raising a fund out of which they may pay a kind of life-insurance fund, in a sense.

Mr. LITTAUER. A percentage of their salaries?

Secretary TAFT. A percentage of their salaries to be deposited to constitute a fund out of which those who retire at a certain age may receive enough to keep them during the remainder of their lives. That is the system that I should favor. You will never, in my judgment—

Mr. LITTAUER. That is, a pure civil pension—a pension paid by themselves from the accumulation of funds from their own salaries?

Secretary TAFT. It is a sort of insurance—not a life insurance, but an insurance against old age.

Mr. LIVINGSTON. Can I disturb you a moment?

Secretary TAFT. Certainly.

Mr. LIVINGSTON. You have a hundred clerks, say, in a bureau, and 70 may go out, and I, who remain, reap the benefit of that fund. What guaranty can you give the young people now in there that they will be kept in there and receive some benefit of the money they have paid in?

Secretary TAFT. You can not give them any assurance except this: You can take the percentage of clerks who are turned out, and you will find that, as compared with the total number, it is very small indeed, and then you can surround their tenure of office with provisions that they shall not be turned out—

**Mr. LIVINGSTON.** Not under the recent order. [Laughter.]

**Secretary TAFT.** No; I am speaking of a complete change in the system.

**Mr. BURLESON.** Would not that be impracticable if a large percentage of clerks would not choose to enter into that arrangement?

**Secretary TAFT.** Yes.

**Mr. BURLESON.** The fact is, it seems a large percentage would refuse, and you can not do that?

**Secretary TAFT.** You have done it in the case of soldiers. You would not have to consult the clerks as to whether you do it or not.

**Mr. BURLESON.** That is the point.

**Secretary TAFT.** You now require every enlisted man in the Army to pay 12½ cents a month out of his small stipend to support the Soldiers' Home. I do not think it ought to continue. The Soldiers' Home directors think it ought.

**Mr. LITTAUER.** One Congress might enact such a law and then another Congress might add that percentage to their salaries, and then—

**Secretary TAFT.** It is a question of preventing a man who has been twenty or thirty years in the Government employment from being thrown out when he becomes inefficient and has nothing to live on.

**Mr. BURLESON.** As a matter of fact, the Government pays adequate compensation to those people for service rendered?

**Secretary TAFT.** Yes.

**Mr. BURLESON.** Higher compensation than they would receive—men of like capacity—in the private walks of life?

**Secretary TAFT.** With reference to clerical positions?

**Mr. LITTAUER.** Yes; from \$1,800 down.

**Secretary TAFT.** I think that is true.

**Mr. BURLESON.** Why should not there be a date fixed, say ten years from date, after the year 1913, when all clerks and employees who reach the age of 65 shall be dropped from the public service? Is not that a just and fair thing?

**Mr. LIVINGSTON.** You may drop some splendid clerks.

**Mr. BURLESON.** Is not that the just and fair thing, taking everything into consideration?

**Secretary TAFT.** I do not think it would be unjust in a large majority of cases.

**Mr. LITTAUER.** We have to deal with the average.

**Secretary TAFT.** But you will find, when the individual cases arise, that—

**Mr. BURLESON.** Exceptions prove the rule, you know—

**Secretary TAFT.** Yes; when an individual case arises you will find the disposition not to be severe, and it speaks well for human nature that that pressure to retain a man who is able to go through the motions and has rendered good service to the Government will tend to prevent his discharge at 65 years of age, when his eyesight is a little dim and his powers are on the wane.

**Mr. LITTAUER.** Why do you confine yourself to men "able to go through the motions?" We have cases of men paralyzed in both arms—who can not move their arms. [Laughter.]

**Secretary TAFT.** It is a difficult problem, gentlemen, and now there is no solution of it.

Mr. LITTAUER. We want to reach the remedy in a practical way, in a way that Congress will approve.

Secretary TAFT. I think if you should put in a provision that men should be retired at 65 from the clerical service of the Government—

Mr. LIVINGSTON. Ought they not to be retired earlier? A man at 65 is too old to learn anything else. Had they better not be turned out at 50?

Secretary TAFT. No; I believe between 50 and 60 you could still get good material.

Mr. LIVINGSTON. If I had my way I would abolish the civil-service law. [Laughter.]

Secretary TAFT. I am strongly in favor of the civil-service system.

Mr. BURLESON. You believe that a condition has grown up here that ought to be met by some remedy?

Secretary TAFT. I do. I have not made a calculation, but of course I have considered the thing a good deal. I have not made an exact calculation, but I believe that the business of the Government could be carried on more economically to-day if you paid out of the Treasury of the United States to men who retired at 65, having had a good record, three-quarters of their pay, and substitute for them active young men.

Mr. BURLESON. I agree with you; but if we determine not to do that—

Secretary TAFT. I am only speaking of that condition as illustrating the improvement that might be made and the economy that might be effected. But I am not advocating it, because I do not think it is practicable. I do not think you could get it through; and if you did get it through one Congress I do not think it would be approved by the people.

Mr. LITTAUER. Now I ask your opinion as to the reduction of compensation as they reach these advanced years?

Secretary TAFT. I make this statement based upon the experience of corporations—private corporations. The Pennsylvania Railroad corporation, for instance, retires its men. It does not do that for purely charitable purposes. It is a great corporation. Charitable as it may be assumed to be, it does it also because it finds it is to its interest, first, to assure its employees that they have something on which they can rely when they do right, and, second, by retiring people when they cease to be efficient they can get more efficient people to take their places.

Mr. LITTAUER. Your argument has been in behalf of a clear civil pension.

Secretary TAFT. That is what it amounts to.

Mr. LITTAUER. That is what it amounts to in the Pennsylvania Railroad Company, and it works to the advantage of the company?

Secretary TAFT. Mr. Cassatt told me so.

Mr. LITTAUER. I have been informed in the same direction, but we have to legislate and we have to meet the views of many people. Now, passing aside the possibility of enacting a civil-pension law, we still believe in doing everything which is possible to benefit the governmental clerical service, and our attention has been called to the scheme of reducing the compensation of clerks when they reach the

age of 65 to a certain fixed sum in order to meet what we believe to be a situation where probably one-half or two-thirds of the daily output by the clerk when he reaches that number of years is rendered in comparison with what he formerly did, and to reduce it again at 68, and two years thereafter, at 70, making it thereafter a low sum, sufficient to support him. Would that meet what you would consider in practical fashion to be economy on the part of the Government and benefit to the service? It would open up the higher grades of compensation to the younger and more efficient men; it would bring about greater promotions and greater chances of promotion, and would be an incentive to good work. What is your opinion?

Secretary TAFT. I think, Mr. Chairman, as far as it goes it would accomplish good; but, if you will permit me to say it, it is very difficult to distinguish that from the benefit that comes to the employee from the civil pension, and it has not the benefit of getting rid of your employee, so that he does not lumber up your office.

Mr. BURLESON. That is the very point. If you would add to that suggestion of his that after the year 1913, giving seven years to prepare for it, every clerk who reaches the age of 68 years shall be dropped from the Government service, would not that accomplish it?

Secretary TAFT. Yes; I think that feature of it, if you give time in which to prepare, would be a good feature. I think I would make it 65, and if you give notice in advance, so that the policy may be understood, I do not see why the Government has not a right to protect itself in that way.

Mr. BURLESON. It is just to the clerk and just to the taxpayer, who bears the burden.

Secretary TAFT. Yes.

Mr. LIVINGSTON. Have you not got a good many clerks, General, in your Department who are not old, but who are nevertheless inefficient? Have you got your efficiency record here with you?

General HUMPHREY. No, sir; we have a good lot of clerks.

Mr. LIVINGSTON. I know; but your inefficient clerks are not all old clerks?

General HUMPHREY. I do not know that that needs much qualification. Some of them can not do a full day's work. The younger men are all right, or they would not remain there.

#### DETAILS OF OUTSIDE CLERKS.

Mr. LITTAUER. General Humphrey, in the transfer of clerks from funds outside of your immediate Bureau, and in fixing their salaries when so transferred, you state you determine upon what salaries shall be paid to such clerks?

General HUMPHREY. That goes to the Secretary of War for approval.

Mr. LITTAUER. In the transfer you do not take them over at the exact compensation they are receiving when you determine what compensation you will pay them?

General HUMPHREY. I did not catch on to that exactly. They come through the civil service. They commence with the lowest pay.

Mr. LITTAUER. You can pay them anything you choose? You could call them clerks of class 4 or clerks of class 1, as I understand it, according to the way they are paid?

General HUMPHREY. Their pay is fixed.

Mr. LITTAUER. I know, but there is nothing to determine how many clerks there shall be of each class in that service? I refer to the numbers that are brought into your Bureau from the outside.

General HUMPHREY. But they are on the rolls of the depot quartermaster. The depot quartermaster in New York can hire any number of clerks that the Secretary will permit him to hire, if recommended by me.

Mr. LITTAUER. Do you take them over at the same rates of compensation as are paid at the depot quartermaster's office?

General HUMPHREY. Yes, sir.

Mr. LITTAUER. And there the clerk hire is not determined in classes, or specifically determined?

General HUMPHREY. Yes; they are all civil-service men.

Mr. TAWNEY. It is not determined by statute, the amounts?

General HUMPHREY. The pay of every clerk in the Department at large is determined by the Secretary of War, according to the civil-service classifications, upon my recommendation.

Mr. LITTAUER. I think you are mistaken.

Secretary TAFT. What he means is this, Mr. Chairman: That with reference to your own department, General—the clerks immediately under you—their salaries are determined by act of Congress?

General HUMPHREY. Yes.

Secretary TAFT. These clerks to which the chairman has reference are clerks lent to you by the depot quartermasters, and they are carried on the rolls of the depot quartermasters, and are received into the depot quartermaster's office through the rules of the civil service?

General HUMPHREY. Yes.

Secretary TAFT. But there is a lump sum assigned to each depot quartermaster, out of which he has to pay salaries, and the fixing of those salaries is determined by you with the approval of the Secretary of War, or recommended by the depot quartermaster; and it is through you, or through your recommendation, brought to the Secretary of War.

Mr. LITTAUER. The only limitation on their salaries is that they can not exceed \$150 a month?

General HUMPHREY. Yes.

Secretary TAFT. That is what the law provides.

Mr. SCOFIELD. In practice they are confined to the lower salaries.

Mr. LITTAUER. What do you mean by the lower salaries?

Mr. SCOFIELD. A thousand dollars, say.

General HUMPHREY. Typewriters and stenographers come in as low as \$840. No, Mr. Chairman, those clerks come in as first, second, third, and fourth class. We have typewriters at \$840. We have typewriters at \$900 and \$1,000.

Mr. LITTAUER. There is nothing to prevent you at all from bringing a clerk in in May at \$1,000 from the outside and in June advancing him to \$1,400!

Mr. SCOFIELD. It can be done; but, as a matter of fact, it is not done, because the Secretary of War does not allow it.

Mr. LITTAUER. You are in charge of an Executive Department, or a bureau of a Department, and the provision of your entire clerk hire for carrying out the executive work of your Bureau should be specifically appropriated for; and this drawing in from other funds,

in this instance from the depot quartermasters, is entirely contrary from anything that we attempt to control.

Mr. LIVINGSTON. There is one thing there that I did not understand, but which I want to catch: If you bring in some clerks from the depot quartermaster—from Mr. Butt, for instance—they come in on the roll fixed by him. They are not on your roll?

General HUMPHREY. No. The clerks are not borrowed, but are borne on the rolls of the depot quartermaster, by direction, paid by him, and employed on any duties where their services may be required and at rates of pay approved by the Secretary of War. They are employed on work that can be done, as before stated, at any military post or other outlying station.

Mr. LIVINGSTON. Have you a right to take Mr. Smith when he comes over from the depot quartermaster at \$840 and put him on at \$1,200?

General HUMPHREY. We do not do it.

Mr. LITTAUER. He has a right to do it if the Secretary agrees to it.

Mr. LIVINGSTON. I understand he is on another roll, and can not do it.

Secretary TAFT. The question is whether by law Congress fixes it, or the Secretary of War does it. Congress has deputed this to the Secretary of War. Now the evil here is the loaning of clerks of one office to another. That is just what it amounts to. The clerks are paid according to your provision, but they are loaned to do different work, and if that language which you read [addressing the chairman] had left out "the District of Columbia," it would have applied expressly. As it is, the spirit of the law is against it. I shall see to it hereafter that the clerks who are needed in the Department are requested of Congress. If you do not give them to us the work can fall behind.

General HUMPHREY. But then, Mr. Secretary, I will have to certify that the work is up.

Secretary TAFT. But I won't certify. [Laughter.]

General HUMPHREY. I will have to. [Laughter.]

Mr. LITTAUER. You do not have to certify that it is up, but you have to certify as to the condition that it is in.

General HUMPHREY. I have to certify the condition of it, and it is almost that.

Mr. LITTAUER. There is an item here for draftsmen. Have you draftsmen detailed from other services?

General HUMPHREY. Yes; from the Department at large.

Secretary TAFT. Where are the draftsmen from?

General HUMPHREY. They are on the depot quartermaster's roll.

Mr. LITTAUER. It is in the performance of this work, in connection with the executive office, that they have these various kinds of engineers? Are they in the same category?

General HUMPHREY. No, sir; I would like to look at the list. This increase, if we may so call it, is in connection with construction and repairs, barracks and quarters, etc., but it could all be turned over to a competent quartermaster, as stated before.

Secretary TAFT. It depends upon where the barracks and quarters are to be erected. You could not put under Captain Butt the erection of quarters at Assiniboine, for example. The depot quartermaster at one point is to do the thing that is in his district.

**General HUMPHREY.** No, I would not say that, Mr. Secretary. The work I refer to and in which these men are largely engaged is the preparation of plans for all kinds of structures, including plumbing, heating, and lighting, water and sewer systems, improvements to grounds, etc.—in fact, everything that goes to make up a first-class military post. This also includes, where needs be, wharves, piers, sea walls, bridges—in fact, everything that would be required by a large community in civil life.

**Mr. LITTAUER.** I notice now you have a marine engineer. That is a recent appointment. What is the work of that man?

**General HUMPHREY.** We have a large number of vessels. He is on the permanent roll of the Quartermaster-General's office. He prepares plans and specifications for vessels, makes recommendation for necessary repairs to them, and watches the cost of maintenance of each vessel, etc. He has just returned from an inspecting tour.

**Mr. LITTAUER.** Then it is a position that is desirable to have continued?

**General HUMPHREY.** Yes, sir.

**Secretary TAFT.** Especially in view of the large transport service.

**Mr. LITTAUER.** We are much obliged to you, Mr. Quartermaster-General.

WEDNESDAY, February 14, 1906.

#### OFFICE OF THE COMMISSARY-GENERAL.

#### STATEMENT OF BRIG. GEN. HENRY G. SHARPE, COMMISSARY-GENERAL.

**Mr. LITTAUER.** General, you submit no changes in your force?  
**General SHARPE.** No, sir.

#### DETAILS.

**Mr. LITTAUER.** How many details have you from the outside?  
**General SHARPE.** We have none.

**Mr. LITTAUER.** None whatever?  
**General SHARPE.** No, sir.

#### CONDITION OF WORK.

**Mr. LITTAUER.** Is your work current?

**General SHARPE.** Just about up to date.

**Mr. LITTAUER.** Just about up to date?

**General SHARPE.** Yes, sir.

**Mr. LITTAUER.** How much additional force did you get when the temporary clerks were added to the rolls?

**General SHARPE.** We had twenty-nine clerks.

**Mr. LITTAUER.** Is your work apt to require such a large force continuously?

**General SHARPE.** Yes, sir; as long as they have the same number of posts from which returns are made.

**Mr. LITTAUER.** Your work is dependent upon the number of army posts?

General SHARPE. Yes, sir.

Mr. LITTAUER. Have you more than one division?

General SHARPE. There are three divisions in the office.

Mr. LITTAUER. Consisting of what?

General SHARPE. The examining, correspondence and records, and finance divisions.

Mr. LITTAUER. The chief clerk looks after them all?

General SHARPE. Yes, sir.

Mr. LITTAUER. You have no other funds from which you obtain any clerical assistance?

General SHARPE. No, sir.

WEDNESDAY, February 14, 1906.

OFFICE OF THE SURGEON-GENERAL.

STATEMENT OF BRIG. GEN. ROBERT M. O'REILLY, SURGEON-GENERAL.

INCREASE OF FORCE.

Mr. LITTAUER. Your submission for the coming fiscal year is designed first to promote one clerk from class four to be a chief of division?

General O'REILLY. Yes, sir.

Mr. LITTAUER. How many divisions have you in your Bureau?

General O'REILLY. Five.

Mr. LITTAUER. Are all the divisions working under the chief clerk?

General O'REILLY. Yes, sir.

Mr. LITTAUER. Is a clerk placed in charge of each division?

General O'REILLY. Yes, sir.

Mr. LITTAUER. And he is usually a clerk of class four?

General O'REILLY. Yes, sir. In some of the divisions an officer of the Medical Department of the Army is at the head, but the clerical part of the work is under the supervision of a clerk, usually of class four.

Mr. LITTAUER. And he is again under a military officer detailed to take charge of that division?

General O'REILLY. Yes, sir.

Mr. LITTAUER. In the aggregate your estimates are less, but it seems that you are dropping some clerks and making additions to the salaries of others?

General O'REILLY. That is the one, the chief of the division. We have no chiefs of division in the Medical Department. I think in most of the other departments they have; but the reason that I want this chief of division is that I have a most valuable man who has been there for a number of years and who has charge of the legal propositions, the questions about the expenditures of appropriations, and the bills that come there, whether or not they are chargeable to an appropriation. He is very conversant with the decisions of the Comptroller.

Mr. LITTAUER. He is a law clerk; you do not want him as chief of division?

General O'REILLY. That is the only language we can use; at least, it is the only language that occurs to me. He has so much better chance if he gets into some other branch of the service. They could give him the limit of appropriation for any position to which he is available in the Attorney-General's office or in some of the branches of the Treasury Department.

Mr. LITTAUER. You seek to pay \$200 more to a clerk of class 4 because he is practically your law clerk?

General O'REILLY. Yes, sir.

Mr. LITTAUER. To make one of your clerks a chief of division this year at \$2,000 would arouse the desire of the others that they also should become chiefs of division?

General O'REILLY. I think it might arouse the desire. I have no doubt they have the desire now, but that would not be my recommending them.

Mr. LITTAUER. Do you have questions of law coming to you outside of the ordinary interpretation of the statutes which cover the work of your department?

General O'REILLY. We have a great many contracts for medical supplies.

Mr. LITTAUER. Does he formulate the contracts?

General O'REILLY. He examines them. The contracts are made by our supply depots at various places, and he examines them to see that they are strictly in accordance with the law.

Mr. LITTAUER. That is practically the only interpretation that he has of work which could be called legal?

General O'REILLY. I think so.

Mr. LITTAUER. He does not have any difficult questions to pass upon as to the interpretation of statutes?

General O'REILLY. I suppose not in the sense they would have to do so in the Attorney-General's office.

Mr. LITTAUER. Or in the usual sense, where a law clerk is employed?

General O'REILLY. Yes, sir. I might say, in my opinion, he is a very clever lawyer and shows, as far as I can judge, a good deal of ability.

Mr. LITTAUER. Is he not really more of a contract clerk than a law clerk?

General O'REILLY. You might call him that. For instance, there are questions in connection with the laundry work. Our general appropriation pays for laundry work at posts, and there are questions constantly arising. I can not go into the minutia, but I know he seems to be at work on questions of that kind all the time.

#### TRANSLATORS.

Mr. LITTAUER. What do you need three translators for?

General O'REILLY. You remember two years ago when I explained to you the library of the Surgeon-General's office. It is necessary there to have men who understand not only the modern languages, but the dead languages and some rather recondite oriental tongues. We have three men of that class who are able to translate almost anything. They are on the list of regular clerks. If a vacancy occurs, if one of those men goes out, promoting a clerk from the class next below does not fill that position.

Mr. LITTAUER. How were you able to secure translators as clerks?

General O'REILLY. I do not know. It was done before I came here. They have remained there and are doing very good work, but the object is simply to put them in a class by themselves which will not interfere with the regular promotions.

Mr. LITTAUER. Are they all receiving \$1,600?

General O'REILLY. No, sir. Two are clerks of class two—that is, \$1,400—and one is at \$1,200.

Mr. LITTAUER. That is a pretty stiff promotion?

General O'REILLY. You think it is a pretty stiff promotion for men who understand as much about languages as these men do?

Mr. LITTAUER. Their entire time is taken up in translating?

General O'REILLY. Translating and doing the work of the library, carding, etc., and translating from the Russian and Arabic languages. I do not know how many languages.

Mr. LITTAUER. What purpose does that apply to?

General O'REILLY. The carding forms the basis for the catalogue which Congress publishes every year.

Mr. LITTAUER. A catalogue of what?

General O'REILLY. All medical books and medical literature of the entire world. That is not only a subject catalogue, but an author catalogue.

Mr. LITTAUER. These men really form the catalogue, prepare all the data for it, and make up the catalogue themselves?

General O'REILLY. No; that catalogue is prepared by the assistant librarian and by the librarian. They make up the catalogue. These men do the necessary work in translating, carding, and indexing, etc.

#### ASSISTANT MESSENGERS.

Mr. LITTAUER. How about the other promotions of clerks that you submit?

General O'REILLY. Those are the only promotions of clerks. I ask for the promotion of two assistant messengers. They have been there over twenty years. They are good, honest, and faithful men. We have not a messenger in the whole Department. We have only assistant messengers, and I thought if we could give a promotion to those two men it would be a good thing.

#### CHARWOMEN.

Mr. LITTAUER. Why do you need charwomen? Why are not your rooms cleaned by the general force?

General O'REILLY. The Army Medical Museum and Library now at Seventh and B streets SW. is one of the show places of the city. A great many visitors go down there.

Mr. LITTAUER. How has it been cleaned in the past?

General O'REILLY. Occasionally we ask the property officer in the War Department to hire some women temporarily and they clean up the place. They are just employed temporarily. We can work them to great advantage in employing them regularly. This is a show place and ought to be kept clean and in good order.

Mr. LITTAUER. How many visitors go there daily?

General O'REILLY. I do not know; but there is quite a number. There is a popular idea that President Garfield's backbone is there, and John Wilkes Booth's skeleton, and a few other things.

Mr. LITTAUER. Who has charge of the building?

General O'REILLY. The officers.

Mr. LITTAUER. But who takes care of the building to see that none of the specimens are destroyed?

General O'REILLY. One of the clerks gets a little addition to his salary to act as superintendent of the building.

Mr. LITTAUER. You never had any regular cleaning force?

General O'REILLY. No, sir.

#### PATHOLOGIST.

Mr. LITTAUER. You ask for an increase in the salary of the pathologist?

General O'REILLY. That is Doctor Lamb, who has been there about forty years.

Mr. LITTAUER. How old is he?

General O'REILLY. He is a pretty old man, now; but is still fairly active and of great service to us. It is but a little increase, and I would like very much to have it granted.

Mr. LITTAUER. What is his age?

General O'REILLY. I do not know.

Mr. LITTAUER. Is he over 70 years of age?

General O'REILLY. I do not think so. He has been there forty years. He must be about 61 years of age.

Mr. LITTAUER. But has he reached the time when the work he is performing is less than a few years ago?

General O'REILLY. I do not find it so. He is a very valuable man.

WEDNESDAY, February 14, 1906.

#### OFFICE OF THE PAYMASTER-GENERAL.

#### STATEMENT OF MAJ. J. B. HOUSTON, ASSISTANT TO PAYMASTER-GENERAL.

Mr. LITTAUER. You represent the Paymaster-General?

Major HOUSTON. Yes, sir.

Mr. LITTAUER. You have submitted an estimate for the same force you now have in your Bureau?

Major HOUSTON. Yes, sir.

#### CONDITION OF WORK.

Mr. LITTAUER. What condition is your work in?

Major HOUSTON. Well, our work is pretty fairly up; it is in good condition.

Mr. LITTAUER. Your force was very largely increased last year, or did you simply take the temporary clerks?

Major HOUSTON. We simply took on the temporary force, twenty-five clerks.

Mr. LITTAUER. How much of a force have you?

Major HOUSTON. Forty-five clerks and six messengers and laborers.

Mr. LITTAUER. Do you occasionally bring in extra individuals for work in your bureau from the paymasters in the field?

PAYMASTERS' CLERKS.

Major HOUSTON. The last army appropriation law permits us to have five paymasters' clerks in the office as expert examiners, and if one of those men should happen to be sick or away we bring a man in to take his place.

Mr. LITTAUER. Was that the first time the expert examiners were taken into your office?

Major HOUSTON. They have been there ever since the Spanish war, but we got Congress to authorize the retention of the five in the office.

Mr. LITTAUER. Do you find their work necessary?

Major HOUSTON. Yes, sir; it is very necessary. They are expert men.

Mr. LITTAUER. What are the ages of these five expert examiners that were brought in from the field—they had been paymasters' clerks in the field?

Major HOUSTON. Most of them had been in the service quite a number of years. Most of them are men along in middle life, between 50 and 60 years of age.

Mr. LITTAUER. They are not around about 70 years of age?

Major HOUSTON. No, sir; we have no clerks in our office 70 years of age. The last one we had resigned on the 31st of December.

Mr. LITTAUER. Was he one of the five men you have just referred to?

Major HOUSTON. No, sir.

Mr. LITTAUER. Are these all efficient men?

Major HOUSTON. Yes, sir; they were all picked out on account of their efficiency and because we needed their experience. They are men who have been with paymasters in the field and understand all the work.

Mr. LITTAUER. If I remember the debates correctly, these men were performing services in the field and being no longer competent to run about they were brought in here?

Major HOUSTON. One of the men was my own clerk in the Philippines, a man between 50 and 60 years of age, and he is now sometimes troubled with rheumatism. Some of them may have been incapacitated physically for getting out and doing the work in the field.

Mr. LITTAUER. Was that taken into consideration in bringing them here?

Major HOUSTON. Yes, sir. They are all men who are not fitted to go out into the field and do active work.

Mr. LITTAUER. How well are they fitted to do this work in the Department?

Major HOUSTON. They are our best examiners. They can turn out more work than any of the examiners in the permanent force.

Mr. LITTAUER. Outside of that force and the temporary filling of the force if any of them should be sick, do you draw in any other men to aid in the clerical work?

Major HOUSTON. No, sir.

## ANALYZING ACCOUNTS.

Mr. LITTAUER. Is it not a fact that you could get along with a few less clerks and still keep up with the work?

Major HOUSTON. I do not see how it is possible. The last appropriation bill required us to make a more detailed examination of the payments by paymasters. It increased the work almost double. In the matter of analyzing the accounts heretofore we used to have about 30 or 35 that we distributed the money around; we now have about 93.

Mr. LITTAUER. In what way was that done—by legislation?

Major HOUSTON. The appropriation bill for the Army is all subdivided into heads. There are now some 90-odd items which go to make up the army appropriation bill. It is disbursed from one fund, and then we analyze it.

Mr. LITTAUER. Why do you analyze it—for what purpose?

Major HOUSTON. Because the appropriation bill says that it shall be analyzed in detail.

Mr. LITTAUER. Have you any recommendation to make in reference to that requirement?

Major HOUSTON. No, sir.

Mr. LITTAUER. In what way has it increased your circumspection over accounts?

Major HOUSTON. It makes just so many more items and takes just so much more time to analyze an individual account.

Mr. LITTAUER. What benefit is it?

Major HOUSTON. Congress wanted the information.

Mr. LITTAUER. That is the only benefit?

Major HOUSTON. Yes, sir.

Mr. LITTAUER. If the law was amended, leaving out that requirement, how many clerks could you dispense with?

Major HOUSTON. Not more than two or three, for the reason that we have other things coming in there to take up their time. We have to analyze, in addition to the work in the Army, all the accounts of the different States for their State encampments. They draw their money from the Government and use it for paying their bills, and all those accounts come to our office. They have been coming there during the past year.

Mr. LITTAUER. The increase in the number of detail headings of annual expenditures has been what?

Major HOUSTON. Roughly speaking, from about thirty-five or forty up to over ninety.

---

WEDNESDAY, February 14, 1906.

BUREAU OF ORDNANCE.

STATEMENT OF LIEUT. COL. A. H. RUSSELL, ASSISTANT CHIEF OF  
ORDNANCE.

Mr. LITTAUER. You make no change in your estimates for the coming year?

Colonel RUSSELL. No, sir.

Mr. LITTAUER. Have you more clerks than you need?

Colonel RUSSELL. I think not; I think we need them. Since 1901 we have reduced the number twenty or twenty-one clerks. The Chief of Ordnance has gone into that very carefully and wherever possible has eliminated the clerks.

## AGED CLERKS.

Mr. LITTAUER. Have you any very old individuals in your force?

Colonel RUSSELL. We have two over 70 years of age—one 73 and one 76 years of age.

Mr. LITTAUER. At what rates of compensation?

Colonel RUSSELL. They have just been recommended for reductions because of their ages.

Mr. LITTAUER. What rates of compensation are they receiving now?

Colonel RUSSELL. One of them, Mr. Sims, is receiving, as messenger, \$840, and he has been recommended for a reduction to \$780. Another, Mr. Stillman, a clerk, formerly at \$1,800, has been recommended for a reduction to \$1,000.<sup>a</sup>

Mr. LITTAUER. He is now receiving \$1,800?

Colonel RUSSELL. No, sir; he originally received \$1,800 and has been reduced several times, and now has been recommended for a reduction from \$1,400.

Mr. LITTAUER. What service does he render?

Colonel RUSSELL. He is in the property division, or rather the supply division. It was with great regret that the Chief of Ordnance had to reduce him. His disabilities have all occurred since he was 70 years of age. He was quite an efficient clerk, but his memory failed so that we could not depend upon him for any current work of that character, but for simple clerical work he does well enough, and his experience of the past is an advantage. But it would be a very good thing if we could retire him on some compensation based upon what he has done formerly.

Mr. LITTAUER. Does he do as much work as other \$1,000<sup>b</sup> clerks?

Colonel RUSSELL. I do not think you could say so absolutely. The methods of the old clerks are different, or rather, a little more is demanded of a man now. It is a little different style of work. His work is mostly done with the pen, and not with the machine, but I think it would be unfair to put him out without putting him on the retired list. I think he has really earned that.

Mr. LITTAUER. Are any of your messengers doing clerical work?

Colonel RUSSELL. No, sir; they may make some notes on papers, and they all have to read and write, of course.

Mr. LITTAUER. What does this messenger do whose salary you propose to reduce?

Colonel RUSSELL. He simply carries messages about from office to office. We found that we could not intrust him with verbal messages, but he would carry papers and do work of that kind.

Mr. LITTAUER. Errand boys' work?

Colonel RUSSELL. Yes, sir; but we want also messengers able to carry verbal messages, and tell this or that or the other thing without forgetting.

<sup>a</sup>This should have been stated as \$1,200.—A. H. R.

<sup>b</sup>See note on previous page. Reply intended for \$1,200.

## CONDITION OF WORK.

Mr. LITTAUER. Is your work in a current condition?

Colonel RUSSELL. It is very well up, but occasionally we work overtime. The demands are different, and where we find that it is liable to run behind we work overtime. In fact, we think we could do the work with a half hour less.

Mr. LITTAUER. How?

Colonel RUSSELL. We think that we would be able to get fully as effective work out of the men, because we have to call on them for extra work every now and then in one department or another, and the clerks can not well be transferred from one department to another.

Mr. LITTAUER. So that there are a number of times when the work does not require the number of hours usually employed?

Colonel RUSSELL. I do not mean that. They are there all the time.

Mr. LITTAUER. They could get through quicker if they wanted to?

Colonel RUSSELL. I think they would stand it better. I think the addition of a half hour, and its being an obligatory addition, is not a special advantage.

Mr. LITTAUER. Is their physical condition such that they can not stand the seven and one-half hours' work?

Colonel RUSSELL. I do not think it really wears them out, but I think the feeling is that it has not been of material advantage—the additional half hour that has been put upon them.

Mr. LITTAUER. Because they work at a slower gait?

Colonel RUSSELL. I think that where a man works as long as that he almost necessarily does.

Mr. LITTAUER. In practice you find that they do work slower during the seven and one-half hours than when they were working seven hours?

Colonel RUSSELL. I can not say absolutely that they do.

Mr. LITTAUER. How did you get this impression?

Colonel RUSSELL. I think that it is the natural feeling of the men who are working as we work in that office that that additional time is not a very great advantage to us physically. I do not mean that it wears the men out absolutely, but I think there is something in the idea if they were out at 4 o'clock instead of 4.30, with some more time for recreation, that they could work with more vigor.

Mr. LITTAUER. Do you gather that from actual experience that you have had with the clerks, or is that your own mental impression?

Colonel RUSSELL. My own mental impression. I can not say that we have absolute statistics on it. I know the question was asked some time ago, and that was the conclusion, not that the men were worn out absolutely or were in danger of ill health.

Mr. LITTAUER. Have you a young set of clerks or an old set, as a rule?

Colonel RUSSELL. We have four clerks over 65 years of age, besides the two I have mentioned, and there are four over 60 years—between 60 and 65 years of age. I think the others range comparatively young.

Mr. LITTAUER. Your own impression is that a man under 60 years of age can work more vigorously if he only works seven hours than if he works seven and one-half hours?

Colonel RUSSELL. I think the added half hour is of very little advantage, except when there is a special demand.

Mr. LITTAUER. There is a possibility of their working more rapidly than what they do when there is a special demand?

Colonel RUSSELL. Yes; I think that is the rule; you get the advantage of their reserve force.

Mr. LITTAUER. How many divisions have you?

Colonel RUSSELL. Four main divisions.

Mr. LITTAUER. What do they consist of?

Colonel RUSSELL. The finance division, the property division—that is, the examination of the property accounts—the supply division, and the correspondence division. Then, for office management, we have the gun division and the carriage division, one officer being in charge especially of gun carriages and another of the guns themselves.

Mr. LITTAUER. You have officers of the Army detailed at the head of each one of those divisions?

Colonel RUSSELL. Yes, sir; one officer to take charge of the finance and property division, one in charge of the gun division, one in charge of the carriage division, and then I have general charge of the office under the chief. We have another officer, who has more especial charge of the details of the correspondence division.

#### AMALGAMATION OF FORCES.

Mr. LITTAUER. Do you amalgamate the clerks under the \$40,000 lump-sum appropriation together with the regular force for the transaction of the work of your bureau?

Colonel RUSSELL. You mean these? [Referring to note giving men employed and amount paid to each.]

Mr. LITTAUER. The skilled draftsmen?

Colonel RUSSELL. No, sir; these are special draftsmen for the gun carriage and other divisions. They are not clerks. They are specially needed and are not paid for out of this appropriation. They are paid for out of our appropriation for the work that they are doing.

Mr. LITTAUER. Has this been a permanent force for a number of years?

Colonel RUSSELL. Quite a number of years.

Mr. LITTAUER. How many years have you had this \$40,000 appropriation?

Colonel RUSSELL. Under the act of June 30, 1905, there was appropriated \$39,307.15, and for 1906 it amounts to between \$39,000 and \$40,000. It is the same as we have had for several years, but I can not say when it commenced.

Mr. LITTAUER. Has there been any change in the personnel except from resignations or death? Do you discharge any of them and take men on temporarily?

Colonel RUSSELL. Sometimes we have to take a man on temporarily until he can prove himself efficient.

Mr. LITTAUER. But you do not give them work for three months because you have a certain amount of drafting to do and then let them go?

Colonel RUSSELL. We employ them according to the needs at the time.

Mr. LITTAUER. What is the actual practice—the actual practice is that you employ them for the year?

Colonel RUSSELL. Yes, sir.

Mr. LITTAUER. At an annual compensation?

Colonel RUSSELL. Yes, sir.

Mr. LITTAUER. I notice here that one man receives a salary of \$2,200.06. What does he do; is he a draftsman?

Colonel RUSSELL. Yes, sir.

Mr. LITTAUER. Are nearly all these men draftsmen?

Colonel RUSSELL. I understand they are.

Mr. LITTAUER. They are all draftsmen?

Colonel RUSSELL. Yes, sir.

Mr. LITTAUER. Why can not you regularly estimate for them at stated salaries rather than have them paid out of a lump sum, so that we could know just the number of employees you wanted and the salaries you wanted to pay them?

Colonel RUSSELL. I think that is more on account of the changes that might occur in the nature of the work. We sometimes want a man for a special kind of work or for a special purpose.

Mr. LITTAUER. Then you employ him at an annual salary and give him a permanent place?

Colonel RUSSELL. Not in that case.

Mr. LITTAUER. Are there any temporary employees of that kind here in the list we have before us for last year?

Colonel RUSSELL. I can not say offhand about that. I have not the list of draftsmen, and I am not personally familiar with it.

Mr. LITTAUER. You draw this sum of \$40,000 from the fortifications act—from the army ordnance bureau provision of the army bill—do you not?

Colonel RUSSELL. That is from the army fortification and equipping of organized militia.

Mr. LITTAUER. How much do you draw from the fortifications and how much from the militia?

Colonel RUSSELL. That depends upon the work they are engaged in.

Mr. LITTAUER. How much did you draw last year from the fortifications appropriations?

Colonel RUSSELL. I can not answer that question without looking up the papers, but it is like the skilled workmen in the arsenal. A workman during the week may be paid from several different appropriations. We can not absolutely tell just what the demand will be at any one time. A draftsman may be paid part of the day from one appropriation and part of the day from another appropriation.

Mr. LITTAUER. Is he always paid at a regular compensation?

Colonel RUSSELL. Yes, sir.

Mr. LITTAUER. These are practically employees chargeable to either one of the two appropriations that you name?

Colonel RUSSELL. Yes, sir.

Mr. LITTAUER. And the amount of the total appropriation practically has not changed during the last two years?

Colonel RUSSELL. No, sir.

Mr. LITTAUER. It is a permanent force taken on in this lump-sum way?

Colonel RUSSELL. It is not a permanent force in the sense of employing a man if he is not needed for his class of work or if we need two clerks at a lower rate to do as effective work.

Mr. LITTAUER. Were there any discharges made last year because you did not need them?

Colonel RUSSELL. I can not say; I can not give you the data now, but I can furnish you with the information.

Mr. LITTAUER. Were there any promotions made last year?

Colonel RUSSELL. Yes, sir; but just how many I can not say.

Mr. LITTAUER. I wish you would look up those matters and make up a statement.

Colonel RUSSELL. Yes, sir.

Mr. LITTAUER. We have before us here, on page 146 of the bill, a statement of the number of individuals employed and the amount paid to each one. How do you account for so large a part of this list being in sums of \$500 and less?

Colonel RUSSELL. On account of the time they were employed and the amount of salary they received.

Mr. LITTAUER. I can not put those two statements together. You tell me they are practically annual employees. Has your force been increased to such an extent during the past year?

Colonel RUSSELL. No; I should prefer—

Mr. LITTAUER (interrupting). Are a number of these individuals only employed for a month or two?

Colonel RUSSELL. They are taken on as the work requires them.

Mr. LITTAUER. What do they do the rest of the time?

Colonel RUSSELL. They are not employed. Within the last few months we have transferred several to arsenals where their work was needed. They would be employed in the department at large, so the force varies in the department. For instance, if a man is transferred from the Ordnance Office to an arsenal of course he gets his pay in the office, which would be only a part of the annual pay, and then he would go to an arsenal, or if necessary he would have to be dropped.

Mr. LITTAUER. How permanent is the employment of the individuals paid for out of this fund?

Colonel RUSSELL. It is as permanent as the demands of the work will allow. If there is need for them at the arsenals and no need for them in the office, we would transfer them, because we want to keep the men who are trained and who we think understand something about the work. I think there were eight or ten transferred within the last month to various arsenals.

Mr. LITTAUER. Do you always find places to transfer them to?

Colonel RUSSELL. Not necessarily. I do not know of any case in my own experience where we have had to discharge on that account.

Mr. LITTAUER. That you could not find a place for them?

Colonel RUSSELL. Yes, sir; but as I have never paid any special attention to the question of draftsmen I should prefer to send you any statement you wish.

#### ARMING AND EQUIPPING ORGANIZED MILITIA.

Mr. LITTAUER. The previous law made no provision for the arming and equipping of the organized militia which you ask to have included

in this item. Were you able to secure employees for that service despite that omission which you now seek to provide for in your estimates?

Colonel RUSSELL. It is only recently that we have had special work of that kind in regard to the manufacture of these new gun carriages, etc., which require the draftsmen for that purpose.

Mr. LITTAUER. How recent, only this year? \*

Colonel RUSSELL. Yes, sir.

Mr. LITTAUER. Your submission of this addition here, "and for the Army and the equipping of the organized militia," is to cover this service which is now going on, but which is not specially provided for. Are you having any difficulty with your accounting officers?

Colonel RUSSELL. I can not say that that is the reason for it. I would prefer to answer that question by submitting a statement. The Chief of Ordnance wished me to come up, and said that if you wished any particular statement from him he would be glad to come down at another time. He was engaged with the Taft Commission this afternoon.

WAR DEPARTMENT,  
OFFICE OF THE CHIEF OF ORDNANCE.  
*Washington, February 16, 1906.*

The CHAIRMAN APPROPRIATION COMMITTEE,

*House of Representatives, Washington, D. C.*

SIR: 1. Referring to the hearings of Lieut. Col. A. H. Russell, Ordnance Department, before your committee on the 15th instant, and in accordance therewith, I have the honor to invite your attention to the following regarding employees under the \$40,000 allowed by the bill:

(a) Draftsmen, assistant draftsmen, and apprentice draftsmen, and the employees engaged in making blueprints in the Ordnance Office, have heretofore been charged against the appropriations for "Armament of fortifications."

(b) The charge against such appropriations is perfectly proper in itself, because the drawings made would be necessary for the manufacture of guns and equipments furnished to the Regular Army, whether any are made for the militia or not; but, as Congress has made specific appropriations for the arming and equipping of field batteries for use of the organized militia, and these same drawings serve for the manufacture of these supplies, which supplies are reproductions of those made for the Regular Army, it is only proper and fair that the appropriations so made for the militia should bear their share of the cost of designing the field-artillery material issued to the Army and to the organized militia, just as they bear their share of the cost of workmen and material in the manufacture. When army appropriations are charged with expenditures which benefit the organized militia as well as the Regular Army, it is evident that the Army is made to appear as costing more than it really does.

(c) Attention is invited to the fact that legislation authorizes the Engineer Office to pay its skilled draftsmen, engineers, and others who are employed in the War Department from appropriations made not only for rivers and harbors, but from those made for "Armament of fortifications."

(d) In the hearing before the Subcommittee on Appropriations it was explained how the same workmen might in the same week be engaged on a similar class of work chargeable to several different appropriations, and that such work was often so charged; and the condition here described shows that a draftsman may actually be working at the same moment on something properly chargeable to more than one appropriation.

\* This question was understood to be, Has such work been carried on during this year?—A. H. Russell.

(e) The work of manufacture is done under a lump sum with employment of such workmen as may be necessary, their number and their compensation being determined by the exigencies of the work at the time, and no reason is known for following any other course with respect to the above draftsmen. This is the case now with the draftsmen employed in the Ordnance Department at large at the various ordnance establishments, and this lump sum of \$40,000 is merely a limit to the amount that can be expended for that part of the force of draftsmen in the department whose services need to be performed under the eye of the Chief of Ordnance himself, and necessarily, therefore, in the Ordnance Office in Washington.

(f) It should have been stated in the hearing that three of the employees are paid at a per diem rate—those engaged in preparing blueprints of drawings—and to that extent the statement that all persons paid from the \$40,000 were draftsmen paid at an annual rate should be modified.

(g) In the record of the hearing some confusion arose with regard to the status of Mr. Skillman, one of those mentioned as over 70 years of age. His present salary should have been stated as \$1,400 per annum, and he has recently been recommended for reduction to \$1,200 per annum. He formerly held a position at \$1,800, but was reduced from that to \$1,600 July 23, 1902, and from that to \$1,400 February 16, 1904.

(h) A statement is appended showing the changes in the calendar year 1905 and the changes that have already occurred in 1906. A table will also follow showing numbers in each grade for each half month beginning July 1, 1903, and ending December 31, 1905.

Respectfully,

WILLIAM CROZIER,  
Brigadier-General, Chief of Ordnance.

*Memorandum relative to draftsmen employed in this office.*

	1905.	1906.	Remarks.
Transfers to office	1	2	1 transfer in 1906 from navy-yard.
Transfers from office	2	8	All transfers to ordnance establishments.
Resignations	6		
Discharges			
Employed	9		4 of the persons employed in 1905 are apprentices.
<i>Promotions.</i>			
\$1,800 to \$1,900		1	
\$1,500 to \$1,600	1		
\$1,300 to \$1,500		1	
\$1,200 to \$1,400		3	
\$1,000 to \$1,200	6		
\$720 to \$900		1	
\$600 to \$720	1		
\$480 to \$600		2	
\$360 to \$480	2	2	
<i>Reduction.</i>			
\$1,400 to \$1,320		1	

	\$2,200	\$2,000	\$1,980	\$1,920	\$1,900	\$1,850	\$1,800	\$1,500	\$1,400	\$1,320	\$1,200	\$1,000	\$900	\$840	\$720	\$660	\$600	\$550	\$540	\$480	\$470	\$360
1903.																						
July.....	1	1	2	1	1	1	1	2	2	14	8	1	1	1	1	1	1	2	1	1	1	1
Do.....	1	1	2	1	1	1	1	2	2	15	8	1	1	1	1	1	1	3	1	1	1	1
August.....																						
Do.....	1	1	2	1	1	1	1	2	2	18	8	2	1	1	1	1	1	3	1	1	1	1
September.....	1	1	2	1	1	1	1	2	2	14	5	2	1	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	2	2	15	8	2	1	1	1	1	1	3	1	1	1	1
October.....	1	1	2	1	1	1	1	2	2	13	8	2	1	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	2	2	13	8	2	1	1	1	1	1	3	1	1	1	1
November.....	1	1	2	1	1	1	1	2	2	13	8	2	1	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	2	2	13	8	2	1	1	1	1	1	3	1	1	1	1
December.....	1	1	2	1	1	1	1	2	1	12	8	2	1	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	2	1	12	8	2	1	1	1	1	1	3	1	1	1	1
1904.																						
January.....	1	1	2	1	1	1	1	2	1	11	8	2	1	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	2	1	12	8	2	1	1	1	1	1	3	1	1	1	1
February.....	1	1	2	1	1	1	1	2	1	12	8	2	1	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	2	1	9	2	1	1	1	1	1	1	3	1	1	1	1
March.....	1	1	2	1	1	1	1	3	1	9	2	1	1	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	3	2	9	2	1	1	1	1	1	1	3	1	1	1	1
April.....	1	1	2	1	1	1	1	3	2	9	1	1	1	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	3	2	9	1	1	1	1	1	1	1	3	1	1	1	1
May.....	1	1	2	1	1	1	1	3	2	11	1	1	1	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	3	2	9	1	1	1	1	1	1	1	3	1	1	1	1
June.....	1	1	2	1	1	1	1	3	2	15	1	1	1	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	3	1	15	1	1	1	1	1	1	1	3	1	1	1	1
July.....	1	1	2	1	1	1	1	3	1	14	1	2	1	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	3	3	12	1	1	3	1	1	1	1	3	1	1	1	1
August.....	1	1	2	1	1	1	1	2	2	14	1	1	3	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	2	2	14	1	1	3	1	1	1	1	3	1	1	1	1
September.....	1	1	2	1	1	1	1	3	3	15	1	1	3	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	3	2	14	1	1	3	1	1	1	1	3	1	1	1	1
October.....	1	1	2	1	1	1	1	3	2	14	1	1	3	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	3	2	13	1	1	3	1	1	1	1	3	1	1	1	1
November.....	1	1	2	1	1	1	1	3	2	13	1	1	3	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	3	2	16	1	1	3	1	1	1	1	3	1	1	1	1
December.....	1	1	2	1	1	1	1	3	2	13	1	1	3	1	1	1	1	3	1	1	1	1
Do.....	1	1	2	1	1	1	1	3	2	13	1	1	3	1	1	1	1	3	1	1	1	1
1905.																						
January.....	1	1	2	1	1	1	1	3	2	14	2	2	3	1	1	1	1	2	1	1	2	2
Do.....	1	1	2	1	1	1	1	3	2	14	2	2	3	1	1	1	1	2	1	1	2	2
February.....	1	1	2	1	1	1	1	3	1	14	2	2	3	1	1	1	1	2	1	1	2	2
Do.....	1	1	2	1	1	1	1	3	1	14	2	2	3	1	1	1	1	2	1	1	2	2
March.....	1	1	2	1	1	1	1	1	2	1	16	2	2	2	1	1	1	2	1	1	2	2
Do.....	1	1	2	1	1	1	1	1	2	1	16	2	2	2	1	1	1	2	1	1	2	2
April.....	1	1	2	1	1	1	1	2	1	15	2	2	2	1	1	1	1	2	1	1	2	2
Do.....	1	1	2	1	1	1	1	2	1	15	2	2	2	1	1	1	1	2	1	1	2	2
May.....	1	1	2	1	1	1	1	2	1	15	2	2	2	1	1	1	1	2	1	1	2	2
Do.....	1	1	2	1	1	1	1	2	1	15	2	2	2	1	1	1	1	2	1	1	2	2
June.....	1	1	2	1	1	1	1	2	1	15	2	2	2	1	1	1	1	2	1	1	2	2
Do.....	1	1	2	1	1	1	1	2	1	15	2	2	2	1	1	1	1	2	1	1	2	2
July.....	1	1	2	1	1	1	1	2	1	15	2	2	2	1	1	1	1	2	1	1	2	2
Do.....	1	1	2	1	1	1	1	2	1	15	2	2	2	1	1	1	1	2	1	1	2	2
August.....	1	1	2	1	1	1	1	2	1	14	2	2	1	1	1	1	2	1	1	2	1	2
Do.....	1	1	2	1	1	1	1	2	1	14	2	2	1	1	1	1	2	1	1	2	1	2
September.....	1	1	2	1	1	1	1	2	1	12	2	2	1	1	1	1	1	2	1	1	2	1
Do.....	1	1	2	1	1	1	1	2	1	12	2	2	1	1	1	1	1	2	1	1	2	1
October.....	1	1	2	1	1	1	1	2	1	12	2	2	1	1	1	1	1	2	1	1	2	1
Do.....	1	1	2	1	1	1	1	2	1	12	2	2	1	1	1	1	1	2	1	1	2	1
November.....	1	1	2	1	1	1	1	2	1	12	2	2	1	1	1	1	1	2	1	1	2	1
Do.....	1	1	2	1	1	1	1	2	1	12	2	2	1	1	1	1	1	2	1	1	2	1
December.....	1	1	2	1	1	1	1	2	1	12	2	2	1	1	1	1	1	2	1	1	2	1
Do.....	1	1	2	1	1	1	1	2	1	12	2	2	1	1	1	1	1	2	1	1	2	1

WEDNESDAY, February 14, 1906.

OFFICE OF THE CHIEF OF ENGINEERS.

**STATEMENT OF BRIG. GEN. ALEXANDER MACKENZIE, CHIEF OF  
ENGINEERS, ACCCOMPANIED BY CAPT. CHARLES W. KUTZ,  
ASSISTANT.**

CLEANING OFFICES.

**Mr. LITTAUER.** The only change in force which you ask for is the addition of one laborer, in order that he may do the work of policing the rooms.

**General MACKENZIE.** Cleaning out the offices. That is a mere sanitary suggestion. We have rather hard work now in keeping some of the rooms in respectable shape. Of course, you take the messengers. They sweep the rooms and dust them, but of course they do not do this work of scrubbing the floors.

**Mr. LITTAUER.** Do you not have any charwomen?

**General MACKENZIE.** They do not do that work inside the rooms. We have now one laborer, at \$20 a month, who comes there after the office is closed and is supposed to do that work and the cleaning out of the spittoons.

**Mr. LITTAUER.** You want to have this one laborer at \$660 to do this work regularly?

**General MACKENZIE.** Yes, sir; that is the idea. I believe it is a sanitary precaution. I know that the floors in some of the rooms have not been scrubbed for years.

SKILLED DRAFTSMEN, ETC.

**Mr. LITTAUER.** Under a provision of the appropriation you are allowed to draw any skilled draftsmen and other character of service to carry into effect the appropriation under rivers and harbors, fortifications, and surveys, to be paid from this appropriation?

**General MACKENZIE.** Yes, sir.

**Mr. LITTAUER.** How much of a force do you bring in on each of the appropriations?

**General MACKENZIE.** It is covered by the total of \$80,000.

**Mr. LITTAUER.** It is limited to an expenditure of \$80,000, covering all three of those purposes?

**General MACKENZIE.** Yes, sir. The expenditures last year were \$78,185.

**Mr. LITTAUER.** How much of that amount was chargeable to rivers and harbors?

**General MACKENZIE.** Nearly 70 per cent. It is divided as nearly as we can divide it in accordance with the work in the office pertaining to the different departments.

**Mr. LITTAUER.** And how much for fortifications and surveys?

**General MACKENZIE.** About 30 per cent for fortifications and for the lake surveys.

**Mr. LITTAUER.** How do you get these individuals—do you get them from the Civil Service Commission?

**General MACKENZIE.** Yes, sir.

Mr. LITTAUER. They are only temporary employees?

General MACKENZIE. We have two rolls—one the regular roll and the other we call the \$80,000 roll—but they are practically the same, and we get the men from the Civil Service Commission.

Mr. LITTAUER. As to the tenure of service, you employ just about so many men the year around?

General MACKENZIE. About the same. It is a part of the regular force just as much as the regular roll as long as the work continues, and the work of the office seems to be increasing every year. In 1905 it was 25 per cent heavier than in any year in the history of the office.

Mr. LITTAUER. How many years have you had \$80,000 for this work?

General MACKENZIE. About four years.

Mr. LITTAUER. Was it limited before that time or was it a larger sum?

General MACKENZIE. I think it was \$76,000.

Mr. LITTAUER. Mr. Courts called my attention to the fact that it began in 1882.

General MACKENZIE. Yes, sir. I think it was somewhat smaller. I think it was \$70,000 or \$76,000.

Mr. LITTAUER. You could practically segregate from this force a certain number of positions, and then we could specifically authorize them each year?

General MACKENZIE. It could be done, of course.

Mr. LITTAUER. Just take up all the salaries in your office. How are the salaries regulated?

General MACKENZIE. They are carried in the same classes.

Mr. LITTAUER. Who regulates whether there shall be so many of class 3 and so many of class 4?

General MACKENZIE. It is done by the Secretary of War on our recommendation.

Mr. LITTAUER. And the Secretary practically takes your recommendations and gives you the number of clerks that you may ask for under each one of those classes?

General MACKENZIE. Yes, sir.

Mr. LITTAUER. How do you handle the promotions?

General MACKENZIE. Just the same as with the other classes. So far as promotions are concerned, they are all arranged into one in the efficiency reports, which we make up once in six months.

Mr. LITTAUER. Suppose there should be a vacancy in a clerkship of class 4, and the efficiency report would suggest that an individual under the \$80,000 appropriation was entitled to the promotion, while there was no vacancy in the \$80,000 fund?

General MACKENZIE. We would transfer him.

Mr. LITTAUER. You use it as one lump sum?

General MACKENZIE. Yes, sir.

Mr. LITTAUER. What is the use of our determining that there shall be only five clerks of class 4 in the office of the Chief of Engineers, when you can make it fifteen if you so desire?

General MACKENZIE. It is hard to express this other force in a certain way. It is a temporary force. It is a force which will depend upon the river and harbor appropriations and the fortification appropriations. If there are no river and harbor appropriations and no

fortification appropriations from which this money could be taken they would be dropped.

Mr. LITTAUER. I have your statement of the expenditures under this \$80,000 before me. I notice that there are many clerks employed for only parts of the year. There were twelve at \$900 that were employed a part of the year.

General MACKENZIE. They would probably go from one grade to another; from the \$900 grade to the \$1,000 grade.

Mr. LITTAUER. Do you remember whether you have ever suggested a transfer of some of this force onto what you call your permanent roll?

General MACKENZIE. Not as a permanent thing. Of course we do make individual transfers from time to time, but we keep this \$80,000 roll separate. We look upon it as a temporary force, which it would be better to keep as a temporary force as long as dependent upon the amount of river and harbor work and fortification work that is being done. If that force was once transferred to what you might call the permanent force, it would be more apt to stick there when it is not needed than under this arrangement.

Mr. LITTAUER. It seems to be pretty well needed. There is one objection from our standpoint, and that is the control of promotions is entirely within your own discretion, and last year you evidently promoted all your low-priced clerks.

General MACKENZIE. They were only promoted when there was a vacancy in the grade above. There was no increase in the different grades.

Mr. LITTAUER. Here are these \$900 clerks only working part of the year.

Captain KURTZ. That is where they come in for a few months and resign. We had a good many changes in the \$900 clerks. They will not stay. But I am quite satisfied there has been no increase in the higher grades, at least none at the expense of the lower grades.

General MACKENZIE. That would be at the expense of the number, and the number we can not reduce.

Mr. LITTAUER. In other words, you find a \$1,000 clerk does the same work as a \$1,2000 clerk?

Captain KURTZ. After they have been there a short amount of time; yes, sir. The others probably have a greater adaptability to do a greater variety of work, but as to the routine work, it will be pretty near the same.

Mr. LITTAUER. Does not this work decrease in a fiscal year in which no river and harbor bill is appropriated for?

General MACKENZIE. There is not very much difference, on account of the continuing contracts. You see the expenditures of our office will run along probably \$30,000,000 a year. Of course when the time comes when the continuing contract work runs out there would be a decrease.

Mr. LITTAUER. A difference in the expenditures of three, four, or five million dollars would not make any difference in this clerical force?

General MACKENZIE. Not at all. I can only speak in a general way of the work. I am positive there can not be a department where the clerks work harder or steadier. You take the four officers, including myself, and we are at it morning and night.

Mr. LITTAUER. Taking care of the details of expenditures?

General MACKENZIE. The details of expenditure, and then, of course, the correspondence is very large. The number of papers is enormous. Then, of course, we have to audit all the accounts involved in the expenditure of this \$30,000,000, and there will probably be from 80,000 to 100,000 accounts. We have every day 300 subjects.

Mr. LITTAUER. You believe that it would be to the good of the service for you to segregate these clerks into the various classes and then put them upon a permanent roll?

General MACKENZIE. I do not consider that there would be any advantage in it, Mr. Chairman.

Mr. LITTAUER. They could be provided for in that way, could they not?

General MACKENZIE. They could be. Under that condition, of course, the appropriation made in this act for this purpose would be very much larger.

Mr. LITTAUER. Unquestionably—large enough to cover the entire office force?

General MACKENZIE. Yes, sir.

Mr. LITTAUER. Have you had any occasion for lack of work in the last few years to diminish that extra force?

General MACKENZIE. No, sir. It will happen at times. There may be a resignation, and it will take some little time to get someone from the civil service.

Mr. LITTAUER. That is the same way with the permanent roll?

General MACKENZIE. Yes, sir.

Mr. LITTAUER. It would seem from your statement that this matter of drawing in from this other fund should be ended and that we should give you a full force of clerks added to the permanent roll in your office?

General MACKENZIE. So far as the fixing of salaries and the number and all that is concerned, it makes no difference to the office, because we take no advantage of this in the matter of increasing salaries or numbers.

Mr. LITTAUER. You believe, in other words, that you could administer this fund just as well as we could here, and that you could do it on the same lines as we do it on?

General MACKENZIE. I am confident of that. We are just as cautious as we can be. With the draftsmen it will be a little more difficult. We have two or three draftsmen that are special draftsmen that it might be a little difficult to get.

Mr. LITTAUER. In what way? You have them now?

General MACKENZIE. Yes, sir.

Mr. LITTAUER. And they get the title and the compensation?

General MACKENZIE. Yes, sir. If that means the total force made up as a permanent force, I believe we can administer it in the long run, but if put on the permanent force it would be a little harder to get rid of them.

Mr. LITTAUER. In practice you find that you use up the \$80,000?

General MACKENZIE. We do now, because our estimate was \$85,000, and that was cut \$5,000. At the present rate we do use it up, and we have to use it up.

Mr. LITTAUER. I think you had better give us for our consideration here, at any rate, a list of the number under each class of clerk hire,

or under each class of compensation and the character of work, so that we can consider whether or not it would be to the advantage of the Government to put them all on a permanent basis.

General MACKENZIE. I will do it.

Mr. LITTAUER. Both for the force as at present organized in your department.

General MACKENZIE. Yes, sir.

Mr. LITTAUER. And also the force of last year.

General MACKENZIE. Yes, sir.

WAR DEPARTMENT,  
OFFICE OF THE CHIEF OF ENGINEERS,  
Washington, February 15, 1906.

Hon. LUCIUS N. LITTAUER.

*Chairman Subcommittee Appropriations Committee,  
House of Representatives.*

DEAR SIR: 1. In compliance with your oral request of yesterday during the hearing on the legislative, executive, and judicial bill, I take pleasure in inclosing herewith a statement showing the classes, designations, and salaries of employees in this office that are paid from appropriations disbursed under the direction of the Chief of Engineers.

2. This statement shows the status June 30, 1905, as representative of the fiscal year 1905, and also that February 15, 1906, as representative of the present fiscal year.

3. It will be noticed that the only change is in the \$1,800 and \$1,900 clerks, there being one more \$1,800 clerk now and one less \$1,900 clerk. This change is temporary and arises from the fact that one of the \$1,900 clerks was recently reduced to the \$1,800 class for inefficiency, and the place will not be permanently filled pending an actual trial of his probable successor.

4. The proposition to consolidate the employees on this roll with those paid for under the legislative, executive, and judicial bill is objectionable for the following reason:

During the past year it became necessary to employ at two different times for about a month each time an electrical engineer at a salary of \$175 per month, and such a situation making it desirable to employ technical assistants for brief periods is liable to arise again at any time. To provide for all contingencies would mean providing for employees for a whole year when their services might be needed for only a small portion of that time.

5. If, however, the committee decides to make the consolidation I would suggest that the pay roll provided for in the legislative, executive, and judicial bill be increased to \$101,180, while the other roll, generally known as the "temporary roll," be limited to an aggregate of \$10,320. It is believed that this will give the necessary flexibility and still accomplish, in a great measure, the wish of the Appropriations Committee.

6. If this suggestion is adopted the list to be appropriated for directly would be as follows:

1 chief clerk-----	\$2,000
2 clerks, at \$2,000-----	4,000
3 clerks, at \$1,900-----	5,700
5 clerks, at \$1,800-----	9,000
11 clerks, at \$1,600-----	17,600
12 clerks, at \$1,400-----	16,800
15 clerks, at \$1,200-----	18,000
9 clerks, at \$1,000-----	9,000
11 clerks, at \$900-----	9,900
6 messengers, at \$840-----	5,040
3 assistant messengers, at \$720-----	2,160
3 laborers, at \$660-----	1,980

Total----- 101,180

Very truly yours,

A. MACKENZIE,  
*Brigadier-General, Chief of Engineers, U. S. Army.*

*Statement of classes, designations, and salaries of employees on the \$80,000 allotment roll in the Office of the Chief of Engineers, U. S. Army, on June 30, 1905, and on February 15, 1906.*

JUNE 30, 1905.

	Salary.	Drafts-men.	Clerks.	Me-chanic.	Lithogra-pher's assistant.	Mes-sen-gers.	Assistant mes-sen-gers.	Char-man.	Amount.
Class V.....	\$2,100	1							\$2,100
Do.....	2,000		2						4,000
Class IV.....	1,900		3						5,700
Do.....	1,800	1							1,800
Class III.....	1,600		7						11,200
Class II.....	1,400		8						11,200
Class I.....	1,200	2	11						15,600
Class E.....	1,000	1	8	1					10,000
Class D.....	900		11		1				10,800
Class C.....	840					6			5,040
Class B.....	720						2		1,440
Class A.....	240							1	240
Total.....		5	50	1	1	6	2	1	79,120

FEBRUARY 15, 1906.

	Salary.	Drafts-men.	Clerks.	Me-chanic.	Lithogra-pher's assistant.	Mes-sen-gers.	Assistant mes-sen-gers.	Char-man.	Amount.
Class V.....	\$2,100	1							\$2,100
Do.....	2,000		2						4,000
Class IV.....	1,900		2						3,800
Do.....	1,800	1	1						3,600
Class III.....	1,600		7						11,200
Class II.....	1,400		8						11,200
Class I.....	1,200	2	11						15,600
Class E.....	1,000	1	8	1					10,000
Class D.....	900		11		1				10,800
Class C.....	840					6			5,040
Class B.....	720						2		1,440
Class A.....	240							1	240
Total.....		5	50	1	1	6	2	1	79,020

WEDNESDAY, February 14, 1906.

## PUBLIC BUILDINGS AND GROUNDS.

## STATEMENT OF COL. CHARLES F. BROMWELL, U. S. ARMY, IN CHARGE.

Mr. LITTAUER. Your force seems now to be adequate, and you ask for no changes, do you, in your clerical force?

Colonel BROMWELL. I have asked for no changes in the clerical force.

Mr. LITTAUER. You have taken up the chief clerk at \$2,400, the \$400 having been provided for in the sundry civil bill?

Colonel BROMWELL. Yes, sir. If it is continued this year it will be satisfactory.

## CONDITION OF WORK.

Mr. LITTAUER. What condition is your office in?

Colonel BROMWELL. It is in a very good condition. The force is excellent, and the work is up to date.

Mr. LITTAUER. Are they active men?

Colonel BROMWELL. Yes, sir. I have a memorandum of the clerical force: One is between 20 and 30 years of age, one between 30 and

40 years of age, one between 40 and 50 years of age, and one between 50 and 60 years of age.

Mr. LITTAUER. Are your people working seven and one-half hours a day without detriment to their health?

Colonel BROMWELL. Yes, sir. The chief clerk generally works ten hours a day and works Sundays and holidays.

#### PARK WATCHMEN.

Mr. LITTAUER. You ask us to change the designation of park watchmen to park policemen.

Colonel BROMWELL. I have made that request for the last two years. I think the term "policemen" is a more specific term and defines their duties. However, that is not so essential.

Mr. LITTAUER. Is there any change in the number of your watchmen?

Colonel BROMWELL. I have asked for eleven additional watchmen for night duty. They have been asked for several years. The Secretary directed that my estimate should be reduced to a fixed sum, and I think by his direction it was cut out.

Mr. LITTAUER. You still have the item "For one day policeman and two night policemen for that part of Potomac Park between the causeway of the Pennsylvania Railroad bridge, the Potomac River, and the tidal reservoir?"

Colonel BROMWELL. Yes sir. That portion of the Potomac flats was improved in the last year. There are about 50 acres there, and they should be properly policed. It is some distance away, and it requires one day watchman and two night watchmen. There is a nursery there and flower beds, and everything of that kind, which require the services of watchmen.

Mr. LITTAUER. You can not distribute the force you now have so as to cover that?

Colonel BROMWELL. No, sir.

Mr. LITTAUER. Where is the nearest watchman stationed to that?

Colonel BROMWELL. In the Monument grounds.

Mr. LITTAUER. How many watchmen are there there?

Colonel BROMWELL. Two, I think, in all of that vicinity.

Mr. LITTAUER. What is the difference between the Potomac Park and the Monument Park?

Colonel BROMWELL. The Monument Park is that portion between Fourteenth and Sixteenth streets immediately around the Monument.

Mr. LITTAUER. Is not that away out where nobody goes? There is no passage through this new addition?

Colonel BROMWELL. It is at the end of Fourteenth street, where the Alexandria line street cars cross over the new highway bridge. That road passing over the new highway bridge goes right straight to this park.

Mr. LITTAUER. Have you any watchmen there now?

Colonel BROMWELL. I have two laborers employed as watchmen, but they are paid from the appropriation for the construction of the park work.

Mr. LITTAUER. You have one at the Monument Park annex now?

Colonel BROMWELL. Yes, sir.

Mr. LITTAUER. Is that this ground?

Colonel BROMWELL. No, sir; the annex is the portion between the tidal reservoir and the Monument grounds. This new park is between the tidal reservoir and the railway causeway.

Mr. LITTAUER. That is, across the water space?

Colonel BROMWELL. Yes, sir; you cross the water space.

Mr. LITTAUER. What is the approach to that?

Colonel BROMWELL. Maryland avenue and Fourteenth street.

Mr. LITTAUER. Would not a force of three men be greater than the average force?

Colonel BROMWELL. No, sir; one there during the day and two at night.

Mr. LITTAUER. Is there any necessity for that?

Colonel BROMWELL. I think that park will be patronized by people by the 1st of July. It is one of the most attractive parks. People will go down there. It is a continuation of the driveway that Colonel Bingham built. There is just as much driving there as in the annex. During the day it requires a watchman to regulate the traffic. I have also a certain portion, eight or ten acres, devoted to the nursery. We have planted small trees and it is desirable that the trees shall not be disturbed. There is a very rough class of people there, and without having the proper watchman the improvements may suffer. The three watchmen, working eight hours each, provides that it shall be continuously under observation. The two watchmen at night are not on at the same time. One goes on at 4 o'clock and comes off at 12, and the other goes on at 12 o'clock and comes off at 8.

Mr. LITTAUER. You take care of the shrubbery in the various parks?

Colonel BROMWELL. Yes, sir.

Mr. LITTAUER. And this nursery will develop shrubs or trees for that purpose?

Colonel BROMWELL. That is the idea, to buy the shrubs when they are young and allow them to go down there for three or four years until they are ready to be transplanted.

Mr. LITTAUER. You have flower nurseries there as well?

Colonel BROMWELL. The greenhouses are back of the Monument. We have same twenty greenhouses additional for the flowers in the parks.

Mr. LITTAUER. Is there any suggestion that you desire to make?

Colonel BROMWELL. I have asked for an increase in the pay of the watchmen, which was cut out by the Secretary, an increase of \$10 a month. That has been asked for several years.

Mr. LITTAUER. You do not have any difficulty in getting these watchmen; you simply feel that they ought to receive a little more compensation?

Colonel BROMWELL. A little more compensation for the work they do. They do exactly the same work as the Metropolitan police, and the Metropolitan police receive \$75 a month and our watchmen receive \$60 a month.

TUESDAY, February 13, 1906.

THE NAVY DEPARTMENT.

**STATEMENT OF HON. CHARLES J. BONAPARTE, SECRETARY,  
ACCOMPANIED BY MR. B. F. PETERS, CHIEF CLERK.**

**EFFICIENCY OF FORCE.**

**Mr. LITTAUER.** Mr. Secretary, I notice that in all the bureaus of your Department you have a total of 555 clerks, and you ask for an increase of but 2, and they are in your own office as telephone operators. In what condition do you find the work in the various bureaus, so far as this clerical force is concerned?

**Mr. BONAPARTE.** I should say it was fair. On the whole, I think the work of the Department is done well.

**Mr. LITTAUER.** In the efficiency of the clerks and the amount of work they perform?

**Mr. BONAPARTE.** As far as I can judge. I have made it a rule since I have been there not to interfere in minute matters with the work of the different bureaus. I have therefore not gone around and made personal inspection of the condition of their work, but judging from it as it passes through my office, I consider the work of the Department is fairly well done.

**Mr. LITTAUER.** So that through the means of obtaining clerks, you would say that you get a fair average?

**Mr. BONAPARTE.** I think so. I think the difficulty which I spoke about a little while ago is the principal difficulty, in regard to the stability of the force.

**Mr. LITTAUER.** Can you comment on that in the way of figures, how many men have left your force during the past year?

**Mr. BONAPARTE.** This includes the navy-yards?

**Mr. LITTAUER.** We are only providing here for the clerical force in Washington. Can you give us any figures on that?

**Mr. PETERS.** Out of a total of about 2,200 persons in the classified service employed in the Department and at navy-yards and stations, there were 428 who resigned, and 412 who declined positions offered to them in the past year.

**Mr. LITTAUER.** There were 428 who resigned from the service?

**Mr. PETERS.** Yes, sir; and 412 who declined positions tendered to them.

**Mr. LITTAUER.** What do you mean by "declined," that they had already passed examinations and were offered positions?

**Mr. BONAPARTE.** Those who being certified by the Civil Service Commission declined positions.

**Mr. LITTAUER.** Is that largely in the clerical force or does that include the technical and scientific men?

**Mr. PETERS.** About 75 per cent of them were in the clerical force and 25 per cent of them were in the technical force.

**Mr. TAWNEY.** Were they old or young men who resigned?

**Mr. PETERS.** Young men, generally.

**Mr. BRICK.** What is the reason; how do you account for that?

Mr. BONAPARTE. My explanation is that there is not sufficient inducement for young men of rather more than the average ability. I made a suggestion in my annual report of having a small permanent force as part of the naval service to be composed of civilians. It would be a very moderate service in point of size. If you had just one prize to offer to a large number of clerks, it would be something to appeal to their imagination and keep them in the service. They see nothing before them but a very moderate salary when they grow old and the probability that in the course of time they will be left without any compensation at all.

Mr. LITTAUER. There is constant competition among large numbers to get into the service?

Mr. BONAPARTE. There are a great many, I believe, although I know it only by hearsay, who want to be examined and want to come in; but a very considerable proportion of those certified by the Commission, which, of course, represents those standing at the head of the lists, have declined the positions when they were offered to them. I want to say that it is partly due to the fact that the eligibles are scattered all through the country and often men have a very long journey to come to Washington from distant points, and of course they will think twice before undertaking that, if they have employment already at home, simply to take a place under the Government which may not be so very much more desirable than the employment they already have.

Mr. LITTAUER. The inference from that is that the Government does not pay higher rates of compensation than is usually paid for the ordinary clerical work throughout the country?

Mr. BONAPARTE. I think the Government pays but fair compensation for the lower order of work, perhaps a trifle more.

Mr. LITTAUER. Do you not think they pay considerably more for a clerk who gets \$1,200?

Mr. BONAPARTE. I should think they do; they do pay appreciably more. Probably the difference is not as great in our Department as it is in some of the other Departments, for the reason that when you get to higher pay the Government salaries fall behind what is paid for services of similar responsibility.

Mr. LITTAUER. For instance, in your own office you have a chief clerk at \$3,000; a clerk to the Secretary, \$2,500 (I suppose a sort of private secretary), and one clerk at \$2,250.

Mr. BONAPARTE. That is my confidential clerk. He is my stenographer and replaces my private secretary when he is away.

#### TELEPHONE OPERATORS.

Mr. LITTAUER. As to the telephone operators, you have found necessity for the continuance of that service?

Mr. BONAPARTE. That is indispensable. I think we ought to have two operators, because one of them has to be away sometimes. She is called off for necessary purposes, has to go to her luncheon, etc., and during that time there has to be somebody to take her place.

Mr. LITTAUER. What are the hours of their employment, only the hours of departmental employment, from 9 until 4.30 o'clock?

Mr. BONAPARTE. From 9 until 5 o'clock.

Mr. TAWNEY. What compensation do the telephone operators receive?

Mr. BONAPARTE. Six hundred dollars each.

Mr. LITTAUER. Are they there longer than from 9 to 4.30?

Mr. PETERS. They generally stay there until 5 o'clock, and on occasions they stay later when necessary. As long as any person is there the telephone office is kept open.

Mr. LITTAUER. One individual can operate the switchboard at one time. You simply want a relay there at times?

Mr. PETERS. When they get sick or go to lunch, and instances like that.

#### LEAVES OF ABSENCE.

Mr. LITTAUER. How do you find the leaves of absence have operated on the general subject?

Mr. BONAPARTE. I think that the Government's provision for leaves of absence and for sickness is very liberal.

Mr. TAWNEY. Do you find from experience that it is abused?

Mr. BONAPARTE. I would hardly say that it was. I think it is used liberally.

Mr. PETERS. As a fact, the Navy Department leave of absence lists show that of all our employees they do not average more than about thirty-two or thirty-three days in a year.

Mr. LITTAUER. What do you mean by that?

Mr. PETERS. The combined annual leave and sick leave.

Mr. LITTAUER. In other words, they only apply two days, on an average, for the sick-leave allowance?

Mr. PETERS. Yes, sir; that is the average. I think we have had five or six persons in the Department who have taken the sixty days and we have had from twenty-five to thirty persons in the past two years who have taken forty days or more, but a large per cent of those are persons who have been absolutely bedfast, unable to come to their work, and not over a half dozen have taken the sixty days.

Mr. LITTAUER. How do you control that; what method do you use?

Mr. PETERS. As I happen to grant the leaves of absence under the Secretary, I keep them down pretty well to the thirty days, so far as possible. When a person wants more than thirty days, unless they have extraordinary reasons, I present the case to the Secretary for his decision. He has not been more than fairly liberal in the matter.

Mr. BONAPARTE. I think I should not hesitate to say that I consider the provisions for leaves of absence to the clerical force of the Government unreasonably liberal. I know of no private corporation where they get anything like as much leave. Most places that I know anything about they get two weeks with pay during the year and at some places three weeks.

Mr. LITTAUER. That is looked upon as a vacation?

Mr. BONAPARTE. Yes, sir.

Mr. LITTAUER. Do they get thirty days' sick leave in addition?

Mr. BONAPARTE. No, sir; I mean they get two weeks' annual vacation with pay.

Mr. TAWNEY. There is no sick leave allowed at all?

Mr. BONAPARTE. Very seldom. I do not know of a place where there is any sick leave granted as a matter of right. Of course in

nearly every place when an employee is sick, unless it runs very long. they are indulgent and they grant the pay.

Mr. LITTAUER. Each case is individually considered?

Mr. BONAPARTE. Yes, sir. I have been, as Mr. Peters says, perhaps a little less liberal than some other persons might have been in dealing with questions of that kind, and probably we make a better showing than we might under other circumstances.

#### AGED CLERKS.

Mr. LITTAUER. I notice that you have a disbursing clerk who is 75 years of age, receiving a salary of \$2,250. We have been discussing the age of employees in connection with the reduction of salary after they reach a certain age, believing that on the average the services rendered after they become 65 years of age are hardly commensurate with large salaries. Now, here is the case of a man receiving \$2,250. Do you feel that a man of that age should be continued in such a position?

Mr. BONAPARTE. I rather think that he is rendering as good service as he rendered for a considerable time previously.

Mr. LITTAUER. What does that mean?

Mr. BONAPARTE. I should say in the case of a disbursing clerk you want to have a man of thorough responsibility and of excellent habits.

Mr. LITTAUER. And enough activity to look after the items that come before him?

Mr. BONAPARTE. It is not a case in which there is a great deal of necessary physical labor attached, and it is more a question of responsibility than capacity for labor. That old gentleman is a very respectable old man. I do not know that he is specially active.

Mr. LITTAUER. Is the work of the disbursing officer well done and with as much proper active examination and circumspection as should be given to that work?

Mr. BONAPARTE. It is right for me to say that there was one instance in which he exposed himself to a loss—it would have fallen on him and not on anybody else—by his assuming that I was going to give a leave to an employee which I had not at all decided that I would give. In that case, however, I did give the leave, and he did not lose the money, but he might have lost it. I should say there was not sufficient reason for making a change in that office. Whether if he were out of the way I would select a man of exactly his age to fill it is another question.

Mr. LITTAUER. I notice that you also have clerks 82 and 85 years of age receiving salaries of \$900 and \$720. Are those salaries reduced from higher figures that they were receiving?

Mr. BONAPARTE. I will have to ask Mr. Peters to answer that question. I do not know what salaries they received before this.

Mr. PETERS. Mr. Middleton is the man 80 years of age in the Bureau of Ordnance.

Mr. LITTAUER. Is that the highest salary he ever received?

Mr. PETERS. Yes, sir. He was promoted during the Spanish-American war.

Mr. LIVINGSTON. Is he a Spanish-American war soldier?

Mr. PETERS. No, sir.

Mr. TAWNEY. Does he perform any service?

Mr. PETERS. Oh, yes. He performs service regularly, I think more as a messenger than as a copyist.

Mr. BONAPARTE. There is a hydrographic engraver at \$720.

Mr. TAWNEY. How long has he been in your Department?

Mr. BONAPARTE. Twenty-three years.

Mr. TAWNEY. Is that the highest salary he has received?

Mr. PETERS. No, sir; he has received a very much higher salary.

Mr. TAWNEY. How much higher salary?

Mr. PETERS. I am unable to say offhand, but I think at one time he received \$1,400.

Mr. TAWNEY. And he was reduced because of inability to perform work?

Mr. PETERS. Yes, sir.

Mr. BONAPARTE. Infirmities, I suppose.

Mr. TAWNEY. Does he perform the duties of an engraver at his age?

Mr. PETERS. Yes, sir. He is in the Hydrographic Office. They have duties there that require engravers with marked ability and some work that is routine, the same as you have clerical work, some of which requires the highest standard of ability and other work that requires less ability.

Mr. TAWNEY. But when you come into contact with people in the outer world 85 years of age you do not find many of them who are capable of discharging the duties of an engraver.

Mr. PETERS. I would suggest that the Secretary answer in detail your question concerning these people by letter.

Mr. BONAPARTE. I will make this statement about it. I have let it be generally understood by the heads of bureaus that if anyone is reported as inefficient in their department no personal considerations, no considerations of hardship to him, would stand in the way of his discharge. Now, that may possibly have resulted in this fact, but I have had very few complaints on their part about clerks and very few cases of discipline among the clerical force, and no clerk mentioned on this list has been reported to me as wanting in efficiency. There was some suggestion made at the time of preparing the estimates this year that they would like to have some more clerks, not that they would like to get rid of anyone that they had, but they would like to have some more; but those cases I have turned down invariably, I think, with possibly one or two exceptions. I am not sure that there is a single additional clerk in the Department that was allowed in the estimates.

Mr. LITTAUER. Your estimates practically follow your last year's appropriation?

Mr. BONAPARTE. With trifling changes.

#### DETAILS.

Mr. LITTAUER. Do you have many details from one bureau to another that are permanent?

Mr. BONAPARTE. That occasionally happens, and there is some little complaint about it sometimes.

Mr. LITTAUER. Why do you not pick them up where they are detailed and deduct them from where they come in your annual estimates?

Mr. PETERS. In accordance with the civil-service regulations that apply to promotions, when in one bureau there are persons in the next class or lower class who are capable of performing the duties of a position that becomes vacant the promotion is made within that one bureau. When there is no person recommended by the chief of bureau the promotion is thrown open to the entire Department, and the efficiency record then decides who shall be promoted after considering the personality of the persons eligible.

Mr. LITTAUER. How does that bear upon the appropriations for force made under these various bureaus? A good many from the Secretary's office are detailed to the Department?

Mr. PETERS. We have four detailed to other bureaus.

Mr. LITTAUER. You regularly redetail them?

Mr. PETERS. No, sir. We have from other bureaus three details to the Secretary's office, either at a higher or lower salary than is specifically appropriated in the bill.

Mr. LITTAUER. That has been going on for some years?

Mr. PETERS. We have tried to correct it in various appropriation bills, but the same condition of affairs would exist a few weeks after the appropriation takes effect.

Mr. LITTAUER. How? Why?

Mr. PETERS. Those things still continue. I think there are only three or four clerks that are detailed from the bureaus in which they are appropriated for to another bureau, but the most of them are messengers and laborers. For instance, we have a messenger in the classified service, and he resigns or is discharged. There may be a man who is drawing the salary of a laborer, performing the duties of messenger, and he will be transferred to the messenger's place, and we allow the new man to come in at the smaller salary, the messenger's salary being \$720 and the laborer's \$660. We give preference to a man who has been there and has demonstrated he is a good man rather than give it to a new man who comes in.

#### NAVAL RECORDS OF THE REBELLION.

Mr. LITTAUER. Kindly take up the item "Office of Naval Records of the Rebellion." What condition is that work in—is it completed?

Mr. PETERS. There have been 19 volumes distributed. The twentieth volume is in plate and completed, so far as the Navy Department is concerned. The twenty-first volume is in type, not in plate, at the Government Printing Office. Volume 22, a large part, over 50 per cent, is completed. This is an appropriation for volumes 23 and 24.

Mr. LITTAUER. How many volumes do you expect will be necessary to complete that work?

Mr. PETERS. The Superintendent says there will be 28 or 30 volumes. About two volumes are finished each year.

#### LAW BOOKS, BOOKS OF REFERENCE, AND PERIODICALS.

Mr. LITTAUER. You ask for \$100 for law books, books of reference, and periodicals of a legal character for the Judge-Advocate-General,

and you have usually provided him with books out of your library of the Navy Department. Can not you get along without that extra \$100? Would it not be more proper to include that \$100 in the other item?

Mr. BONAPARTE. The idea is that he wants to have the books in his office.

Mr. LITTAUER. That means the beginning of another library.

Mr. BONAPARTE. The Judge-Advocate-General does need a certain number of law books, and it is quite a saving of time if he and his assistants are able to consult them promptly.

Mr. LITTAUER. He has had them in the past?

Mr. BONAPARTE. They have been brought down from the library.

Mr. LITTAUER. Why can not you continue that practice?

Mr. BONAPARTE. We would like to make an improvement.

Mr. LITTAUER. It is a very small amount to add another item to the bill?

Mr. PETERS. You formerly appropriated \$2,000 for books for the library. They cut it down to \$1,000, and the Secretary of the Navy allowed them \$1,000 out of "Pay, miscellaneous." Now the appropriation is asked for \$1,500. It is a decrease of \$500 from the amount heretofore appropriated and allowed, and with the addition of \$100 in the Judge-Advocate-General's Office we would still be \$400 short of the amount allowed two years ago.

Mr. LITTAUER. You buy books for your departmental library out of miscellaneous pay?

Mr. PETERS. Out of "Pay, miscellaneous."

Mr. LITTAUER. Do you have a regular appropriation for the library for the purchase of books?

Mr. PETERS. This is the appropriation. The other appropriations are for books for the naval service generally—generally technical books.

Mr. LITTAUER. For purchase of books under miscellaneous expenses you had this year \$1,000 under the regular naval act?

Mr. BONAPARTE. That does not come from this appropriation.

Mr. LITTAUER. Are those books taken into this Department here that come under the purchase of books "Pay, miscellaneous?"

Mr. PETERS. Yes, sir.

Mr. LITTAUER. The appropriation in the naval appropriation act is made for the service. How do you happen to get the books here in Washington in your permanent library?

Mr. BONAPARTE. Of course there is a certain number of books that they have to have in the bureaus themselves. This purchase of books was, of course, made by my predecessor.

Mr. LITTAUER. It has been going on for some time. How much do you expend thereunder, which comes in this lump sum of \$6,000?

Mr. PETERS. The Secretary has been allotting a thousand dollars to the library.

Mr. LITTAUER. We allow \$1,000 for professional books for the Department library in this bill?

Mr. PETERS. Before that it was \$2,000; then you cut it down to \$1,000.

Mr. LITTAUER. And now you get the balance out of the naval appropriation act?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. Do you think you have a right to take that money and deposit those books here in the Department?

Mr. BONAPARTE. Of course, it is a question of where they can do the most good, I suppose.

Mr. LITTAUER. It is a question of how the appropriation is made, giving you the privilege of doing it, from the standpoint we are looking at it now.

Mr. BONAPARTE. The way I look at it, if I understand you correctly, is that you doubt whether it was the purpose of Congress to provide in saying "care of library, including the purchase of books"—that is in the naval act, under the head of "Pay, miscellaneous," the language is this: "For commissions, and interest," and a whole heap of other things "for care of library, including the purchase of books"—

Mr. LITTAUER. You must understand, Mr. Secretary, that it is very confusing to us and indicates bad administration to have appropriations on different bills covering one object in this way. We here provide for the clerks for the library department and believe we are providing for the care of the library.

Mr. BONAPARTE. It appears that they had in the naval bill last year "care of library, including the purchase of books, photographs, prints, manuscripts, and periodicals," and as I understand it—the matter has not been called to my attention—the Secretaries have in recent years been allowing—by the way, I may have made that allowance for this year of a thousand dollars myself?

Mr. PETERS. Yes, sir.

Mr. BONAPARTE. I was trying to shift the responsibility. They have been allowing \$1,000 for that purpose which was really cumulative to what they had in the other place.

Mr. LITTAUER. Do you have any clerks under that provision?

Mr. BONAPARTE. No, sir; it is only for the purchase of books.

Mr. PETERS. There is no person employed in the Navy Department except those specifically appropriated for by this bill.

Mr. LITTAUER. Did you submit your estimate again for the coming fiscal year for "Care of library?"

Mr. BONAPARTE. Yes, sir. Under the law we do not employ any person out of the appropriation.

Mr. LITTAUER. What does it mean?

Mr. BONAPARTE. The "Care of the library" could be stricken out of the bill.

Mr. PETERS. This language has been in the naval act for twenty years.

Mr. LITTAUER. And the custom has been going on for that length of time?

Mr. PETERS. Yes, sir. They used to purchase all the books out of that appropriation.

Mr. LIVINGSTON. Do you know how many of the appropriations of this committee are duplicated by the Naval Committee?

Mr. PETERS. I do not believe there is any. Mr. Livingston, with the exception of the appropriation "Pay, miscellaneous." "Pay, miscellaneous," is considered a contingent fund that is controlled 90 per cent by the Secretary.

Mr. LITTAUER. Mr. Courts calls my attention to the fact that some years ago—I believe about six years ago—it developed that a large

number of books were purchased out of the amount appropriated for "Increase of the Navy," and that then a provision was put on this bill prohibiting the purchase of books out of any general fund of that character without the express authority of the appropriation act. This appropriation act does give that express authority, but it gives it upon a recommendation which, it seems to me, sets aside the expressed intent of that qualification of the appropriation.

Mr. BONAPARTE. Well, that question is entirely one for Congress. It is not one for the Department at all. All I can say on this subject is that it does not make any difference to the Department whether it gets the appropriation in one bill or the other. Two thousand dollars is a very moderate allowance to make for the purchase of books for the Navy. In fact, I consider it an inadequate allowance.

Mr. LITTAUER. Why, then, not ask for a proper allowance and give us the reason therefor?

Mr. BONAPARTE. I think they need more than \$2,000 to keep fairly abreast with the times in naval literature. There are a great many books that are written which it is very desirable our officers should see, special books of a technical character.

Mr. LITTAUER. Do you not think that any Department should have all its appropriations for any one specific purpose in one bill and in one item, so that the attention of Congress can be attracted toward it at one time, rather than have it separated in two bills controlled by two different forces of men?

Mr. BONAPARTE. I should say myself that that would be better, but of course that is rather for Congress than the Department to say.

Mr. LITTAUER. But Congress is guided so much by the recommendation of the Department.

Mr. BONAPARTE. This is a provision that has been for a very long time in this particular bill, and the provision that has been made here is really more modern than the old one.

Mr. LITTAUER. Have you any comment to make on these bureaus as we pass along?

Mr. BONAPARTE. The changes are very few. If there is anything that the committee would like to have explained, Mr. Peters can explain it.

#### HYDROGRAPHIC OFFICE.

Mr. LITTAUER. We will, then, turn to the Hydrographic Office, where you want some changes. Beginning there, you want to increase the salary of one nautical expert?

Mr. BONAPARTE. That is, I rather think, the one man that I remember. As to the apprentices, Mr. Peters can tell you about them.

#### APPRENTICES.

Mr. PETERS. They are taken into the service at low salaries, and every year they are given an increase of \$100 until they reach the age of 21 years. Then they go into the other force, if there is a vacancy.

Mr. LITTAUER. If there is no vacancy, do they drop out?

Mr. PETERS. Some of them have served a year or two years at the last-named salary, with the expectation of becoming engravers or lithographers or draftsmen, and when we come to Congress we generally make an estimate for \$100 more. They get from \$400 up to \$800, and then we ask for an appropriation of \$900 for them.

Mr. LITTAUER. It does work so that you retain them in the service after receiving the increased compensation for two or three years?

Mr. PETERS. Yes, sir.

#### INCREASE OF FORCE.

Mr. LITTAUER. What is your purpose in the changes here, in dropping from two lithographers to one and then putting one lithographic transerrer and pressman, \$800; one process photographer, \$1,200?

Mr. BONAPARTE. The chief of the Hydrographic Bureau asked that certain changes in the positions of some of his employees should be made; that is my recollection. Here is the letter I received: "That the estimate for one nautical expert at \$1,200 be increased to \$1,400." I increased it to \$1,300, I think. "That an estimate for one process photographer at \$1,400 be submitted in lieu of one lithographer at \$1,000." That I reduced to \$1,200. I discovered that it was the same man that they wanted to change the name of and increase his salary. "That the estimates for two engravers at \$1,000 each be increased to \$1,200 each." I increased one; and then, "that an estimate for one engraver at \$900 be increased to \$1,000," and that "an estimate for one lithographic transerrer and pressman at \$1,000 be submitted in lieu of one laborer at \$660." I changed the name at the request of the people, but made the estimate \$800.

Mr. LITTAUER. You believe in the necessity of this increase?

Mr. BONAPARTE. I thought they were justified from what is said in this report. The change of title was simply to indicate the character of the work of the men.

Mr. PETERS. It has only been about two years since these people were specifically appropriated for. They were appropriated for in lump sum. Now they are specifically appropriated for, and no change can be made except it is sanctioned by Congress.

Mr. LITTAUER. What kind of work are they performing?

Mr. BONAPARTE. Here is a passage in this letter which I will read:

Your attention is earnestly invited to the difference in salaries appropriated for those employees of the Hydrographic Office and Coast and Geodetic Survey who perform similar services, and it is recommended that Congress be requested to investigate this with a view of placing the employees of the two offices doing work of the same character on a similar footing in regard to salary.

Mr. LITTAUER. That means that they want to be leveled up?

#### DUPLICATION OF WORK.

Mr. BONAPARTE. Yes, sir. Whether it would suit them equally as well to have the other fellows leveled down, I have my doubts. This office is undoubtedly doing some work of the same character as the Coast and Geodetic Survey.

Mr. LITTAUER. Is it duplicating their work in part?

Mr. BONAPARTE. On that point there has been some dispute. I do not think, really, it is seriously. Recently our attention has been called—I mean my attention and the attention of the Assistant Secretary—to the fact that there was quite an expensive piece of work to be done there for \$18,000, engraving certain charts. It had been offered in competition and a disappointed competitor claimed there

had been favoritism in the letting of the contract. I thought it was a matter that needed explanation, and the explanation did not altogether satisfy the Assistant Secretary who investigated it, and so we have done away with the contract altogether. I believe some economies can be made in that office by not duplicating—it is not so much the work of the Coast and Geodetic Survey, but by not duplicating so much of the work of the British Admiralty when we can purchase their charts at a very trifling price. It may be a matter of national pride, but at times it does not seem to pay to do the work over.

Mr. LITTAUER. The Government is expending about \$200,000—\$100,000 here for clerk hire and mechanics and professional men, and \$100,000 carried in the naval bill?

Mr. BONAPARTE. I do not remember that exactly.

Mr. LITTAUER. Do you keep in touch with the Coast and Geodetic Survey?

Mr. BONAPARTE. No, sir.

Mr. LITTAUER. You do not know whether you are duplicating all their work or not?

Mr. BONAPARTE. Only in a general way. I am sure we are not duplicating their work to any material extent, but there were one or two places where there was a great deal of complaint that the work had overlapped, and each party was pretty clear that its work was the one that told.

Mr. LITTAUER. In connection with our insular possessions, much of this work that you are doing and that they are doing must join together?

#### CONSOLIDATION OF WORK.

Mr. BONAPARTE. There is some of it that runs that way, but I believe that there has been a sort of general understanding out there between them, dividing up the different provinces. I may say in this connection, as a part of a general system of reorganization of the Department, that it is worthy of the consideration of Congress whether those things could not be consolidated.

Mr. BURLESON. As a matter of fact, is the work of the British Admiralty as accurate as that of the Coast and Geodetic Survey?

Mr. BONAPARTE. The Coast and Geodetic Survey will say no. I am pretty sure our Hydrographer will tell you that it is not as accurate as our work.

Mr. BURLESON. Is it accurate enough for practical purposes?

Mr. BONAPARTE. I am inclined to think it is myself. I want to say that the Navy needs a hydrographic office, because you can not depend upon a foreign power to do your hydrographic work for you. You have to be able to do some of the work from time to time yourself. And I do not know that there is anything extravagant in this appropriation, but there may be a possibility at some time of consolidating some of the work that is necessary to do.

Mr. BURLESON. As I understand, we can, at a trifling price, purchase the result of the British Admiralty work?

Mr. BONAPARTE. So far as I know. There may be some charts they do not sell.

Mr. BURLESON. Do we offer our charts for sale?

Mr. PETERS. Yes, sir; with the exception of one or two that are made for war purposes.

Mr. BONAPARTE. I suppose there are some of the British Admiralty's charts that we can not get, as there are a few we do not dispose of.

#### AUTOMATIC COMPASS ENGRAVING MACHINE.

Mr. LITTAUER. You need one additional automatic compass engraving machine?

Mr. BONAPARTE. I think that is needed; the old one is worn out.

#### DISCONTINUANCE OF BRANCH OFFICES.

Mr. LITTAUER. In connection with the contingent expenses of branch offices, have you need to continue all these various branch offices which appear on page 165 of the bill?

Mr. BONAPARTE. Well, I am inclined to think, Mr. Chairman, that some of them could be dispensed with.

Mr. LITTAUER. What work is performed, for instance, at some of them?

Mr. BONAPARTE. There is work performed in all of them, I suppose, to a greater or less extent, because there is always a certain amount of work of that description that would be performed in any port; but of course you will notice that those are only a few of the ports.

Mr. LITTAUER. You take Boston, New York, Philadelphia, Baltimore, Norfolk?

Mr. PETERS. They furnish the Department with information upon which the charts are based, and upon which the weekly publication of the Hydrographic Office is based.

Mr. LITTAUER. They notify the incoming shipmasters?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. That information would be obtained whether they are there or not?

Mr. PETERS. If there is a derelict out in the ocean that might be run into by any vessel, it is reported here and reported to the steamship lines.

Mr. BONAPARTE. I think there would be local expostulation if any of those offices were discontinued.

#### NORTH PACIFIC OCEAN CHARTS.

Mr. LITTAUER. As to the monthly pilot chart of the North Pacific Ocean, which is appropriated for, does that have a large circulation?

Mr. BONAPARTE. I do not know about that. I do not know what the circulation is. I suppose it is small. You will notice the appropriation has come down very much on that point.

Mr. LITTAUER. Yes, sir; we cut it down considerably some time ago. Do you have any demand for it at all?

Mr. BONAPARTE. Well, I think we could do without it if you so desire.

Mr. LITTAUER. Is it an aid to anybody?

Mr. BONAPARTE. Yes, sir; I suppose it is. I suppose it is some aid. I do not know whether it is worth \$2,000 a year or not, but that is not

a very large amount. There are a few things here, the regions of storm, fog, and ice; the positions of derelict and floating obstructions to navigation.

Mr. BURLESON. There are not many derelicts on the North Pacific Ocean?

Mr. BONAPARTE. I do not suppose there are. I think it is rather a small matter all around.

Mr. LITTAUER. I notice that you leave out the former paragraph limiting the expenditures in the Hydrographic Office, except as authorized by appropriation under the law for printing and binding. Is that simply an inadvertence or had you an object in doing so?

Mr. PETERS. In the naval appropriation bill there is an appropriation of \$75,000 for ocean and lake surveys and we have had to employ topographic surveyors for that purpose.

Mr. LITTAUER. Authorized by appropriation or paid for from lump sum?

Mr. PETERS. Paid for out of the sums appropriated here for the Hydrographic Office.

Mr. BONAPARTE. I do not see that there is any objection to that going in. I did not know it was out.

Mr. LITTAUER. It has been in every bill since we had the tussle over the Hydrographic Office.

Mr. LIVINGSTON. Why did you recommend to strike it out?

Mr. BONAPARTE. There is no special objection to it. I do not think the matter was ever called to my attention.

Mr. PETERS. That is a provision put in by Congress.

Mr. BURLESON. The brackets indicate that the Navy Department wants it stricken out?

Mr. BONAPARTE. The Navy Department did not authorize it to be stricken out unless it has come direct from the Hydrographic Office. It never came through me.

Mr. LITTAUER. It is a restriction in the current law and by your omitting to repeat it it is evident to us that for some reason or other you desire to have it omitted?

Mr. BONAPARTE. No, sir; there is none.

Mr. LITTAUER. Then, we shall naturally continue the restriction?

Mr. BONAPARTE. I do not see that there is anything in that paragraph that is at all objectionable.

#### NAVAL OBSERVATORY—INCREASE IN SALARIES.

Mr. LITTAUER. We will turn next to the Naval Observatory. You desire to increase the pay of one of the assistant astronomers \$400. Is he the head of the Observatory?

Mr. BONAPARTE. No, sir; that is an assistant.

Mr. LITTAUER. The head of the Naval Observatory is a naval officer?

Mr. BONAPARTE. Yes, sir. The assistant astronomer has been in the service sixteen years, and has been in charge of an instrument for twelve years, and is fully entitled to the increased salary requested.

Mr. LITTAUER. How able an astronomer is he?

Mr. BONAPARTE. I am not sure that I am enough of an astronomer to estimate him.

Mr. LITTAUER. According to the recommendation of those who have requested the advance?

Mr. BONAPARTE. That is the recommendation of the Superintendent. He thinks he is a \$2,400 astronomer, at least.

Mr. LIVINGSTON. Does the naval officer know anything about astronomy?

Mr. BONAPARTE. Admiral Chester, he knows it by holding that position, at all events. Of course all naval officers have some knowledge of astronomy.

Mr. LITTAUER. What practical good does the Naval Observatory do the naval service?

Mr. BONAPARTE. They set the chronometers and they make a certain number of observations. You will notice that there is an increased amount—not very much—for the computations, as they call them. It seems that there is a large number of computations that have fallen in arrears.

Mr. LITTAUER. Computations of observations made?

Mr. BONAPARTE. Yes, sir; and all sorts of astronomical phenomena. You are touching now on a subject that there has been more or less controversy about, and that is the question whether the time has not come when the Observatory should be taken from the Navy and put in civilian hands. That is a matter which I have not gone into at all, but it is a matter that I think Congress should consider, as it might this question of the Hydrographic Office, but it ought to be maturely considered.

Mr. LITTAUER. You have then simply considered the increase of salary as recommended to you by this chief?

Mr. BONAPARTE. Yes, sir. I have not anything special on that subject. I would be glad to send Admiral Chester to the committee to justify it if you think it is worth while. The increases are very small.

#### MISCELLANEOUS COMPUTATIONS.

Mr. LITTAUER. You double your estimate submitted for miscellaneous computations. You do that on the basis of the amount that has been expended?

Mr. BONAPARTE. That was what I referred to. I inquired about that. They say these computations have fallen into arrears and that they wanted to try to bring them up to date. That is, I understand, the idea of this additional \$5,000. It is a sort of piecework paid by results.

Mr. LITTAUER. Paid for by the hour?

Mr. PETERS. By the piece.

Mr. LITTAUER. It says, "One miscellaneous computer, at 55 cents per hour; four at 50 cents per hour; two at 45 cents per hour, and three at 40 cents per hour."

Mr. BONAPARTE. I was under the impression that the work was paid for by the piece.

Mr. BURLESON. I suppose they adopted that method in order to make the estimate.

Mr. BONAPARTE. Yes, sir. One of the old men you referred to is one of the computers, and last year he was paid \$359.37 as his compensation for the piecework he did during the year.

**Mr. LITTAUER.** How do you determine the value the work is worth in expending this double amount for computation?

**Mr. BONAPARTE.** As I understand the matter, I am not sure, as I say, I am not enough of an astronomer to fully inform the committee on the subject, but as I understand these are calculations of tides and movements of the moon and astronomical phenomena of different kinds, and it is considered that certain speculations can be made in regard to the future from those computations of what has happened in the past, and it is regarded as adding a great deal to their value to have them brought up to date.

**Mr. LITTAUER.** The real necessity has never been impressed upon you?

**Mr. BONAPARTE.** No, sir. As far as I am concerned, I do not use the astronomical observations.

#### HORSES AND CARRIAGES.

**Mr. LITTAUER.** The Observatory is now near by an electric-car system, is it not?

**Mr. BONAPARTE.** I think there are some electric cars.

**Mr. LITTAUER.** You make a submission under the head, "Fuel, oil, grease, etc., including purchase, maintenance, and driving of necessary horses and vehicles for the official use of the superintendent." That is one of the propositions we always like to have fully explained?

**Mr. BONAPARTE.** I believe that the admiral in charge of the Observatory has had a carriage and a pair of horses for a long time. I think it has been a sort of perquisite of the institution. I suppose that is what is referred to.

**Mr. LITTAUER.** This is for the official use of the superintendent?

**Mr. BONAPARTE.** That is it, then. Here is what he says on the subject himself:

The superintendent is frequently called from his station, lying without the limits of the city of Washington, for duty on boards, etc., at the Navy Department and elsewhere, when uniform is required. His headquarters are nearly a mile and a half from the nearest direct trolley line to the city, or half a mile to the nearest indirect and roundabout road through Georgetown. Private carriages refuse to come on call, as the station is outside the city limits. Carriage for such duty is provided by statute for other naval stations, as well as for other Departments of the Government in the District of Columbia, and it is thought the intention of Congress (as this station is not in the limits of the city of Washington), as per the act approved February 3, 1905, was not to exclude this naval station, but this clause is submitted to make the matter definite.

Of course, its omission would also, perhaps, make it definite.

#### BOILERS.

**Mr. LITTAUER.** In connection with this estimate you ask for 125-horsepower boiler and installation and appliances for the same, \$2,500. Have you any estimates for that cost and its necessity?

**Mr. BONAPARTE.** As to its necessity, this boiler is needed to replace an old 50-horsepower boiler which has been in use thirteen years and which does not warrant being repaired, and also to supply the increased demands on the heating apparatus. As to the estimate, I do

not think they have any more than the rough estimate as to its cost. It will be put in by competitive bids.

Mr. LITTAUER. Will it require a new building or an extension of the boiler house?

Mr. BONAPARTE. I think not. That would be all covered by the \$2,500.

#### NAUTICAL ALMANAC OFFICE.

Mr. LITTAUER. Then we come to the Nautical Almanac Office. Here, again, you desire to increase the compensation of two clerks at \$1,000 each to \$1,200 each?

Mr. BONAPARTE. I think there were formerly three, were there not?

Mr. LITTAUER. The way it reads here they formerly had three at \$1,200 and two at \$1,000. Now you omit two at \$1,000 each and ask for five at \$1,200 each, a promotion of two.

Mr. BONAPARTE. Two clerks from a thousand each to \$1,200 each. That was undoubtedly made on the recommendation of the superintendent, but at this moment I can not find it. He says:

An addition of \$400, providing for two assistants at \$1,200 each, is asked for, two assistants at \$1,000 each being omitted. A consideration of the mathematical skill and ability necessary to perform the required astronomical computations shows that these assistants are underpaid, and the slight increase in the estimates seems justifiable.

I will not make any special fight on that.

Mr. LITTAUER. The offices have been carried at that rate for some years past?

Mr. BONAPARTE. I do not know.

Mr. LITTAUER. You make a long reference to the American Ephemeris and Nautical Almanac. That is a matter for the consideration of the Printing Committee; it does not belong to us.

Mr. BURLESON. Does it provide that it shall be published at a certain time?

Mr. LITTAUER. This is a distribution of the copies and should properly go to the Committee on Printing.

Mr. BONAPARTE. Here is what the superintendent says:

For several years past the number of copies of the American Ephemeris and Nautical Almanac required for distribution and sale by the Navy Department has been about 1,700 each year. Unless, therefore, the law can be changed, it will be necessary to curtail the distribution and sale by about 700 copies, or the printing of that number will have to be secured by requisition charged against the Navy Department printing fund, while the law provides that all moneys received from the sale of the Ephemeris and Nautical Almanac shall be deposited to the credit of "Public printing and binding."

As it was undoubtedly the intention of Congress to provide for the printing of as many copies as should be needed, as this seems not to be accomplished by the present law, and, moreover, as the provisions of law governing the printing of the "publications supplementary thereto" appear to be confused or inadequate, it has been deemed advisable to have prepared this draft of a law, which covers the whole subject and provides for the printing and distribution as nearly as possible in the manner evidently intended by Congress and to the full need of the public service.

Mr. LITTAUER. That is putting printing legislation on an appropriation bill.

Mr. BURLESON. Where does this increased demand come from?

Mr. BONAPARTE. There is always, I suppose, a demand from scientific institutions and from merchant vessels.

Mr. BURLESON. I introduced a bill myself two or three or four

years ago to double this publication, and at that time I think it was generally thought that we had provided a sufficient number.

**Mr. BONAPARTE.** There is a long statement about it. He says that a certain section—

provided for the printing, in addition to the "usual number" (1,082 copies), of 1,500 copies of the Ephemeris and Nautical Almanac and the papers supplementary thereto, 100 for the use of the Senate, 400 for the House of Representatives, 1,000 for the Navy Department, and gave to the Secretary of the Navy authority to cause to be printed additional copies of the Ephemeris and of the Nautical Almanac extracted therefrom.

Then, by another joint resolution—

It is held by the Attorney-General, in a letter to the Secretary of the Navy under date of June 8, 1903, that the printing of 2,500 copies of the American Ephemeris and Nautical Almanac is now authorized and no more, the provision authorizing the Secretary of the Navy to cause additional copies to be issued being abrogated as to the Ephemeris and Nautical Almanac, as well as the provision for printing the "usual number." Of these 2,500 copies, 1,500 are for the use of Congress and 1,000 for the Navy Department, and no provision is made for the Superintendent of Documents, formerly supplied with 500 copies from the "usual number," and by the joint resolution of May 13, 1902, with 600 copies.

The sum of it all seems to be that after supplying the number under this former resolution they have not got enough to meet the demand. I think there have been a good many requests for copies that have come in and we have been unable to supply them.

**Mr. PETERS.** They sell them—the fund is supposed to be self-sustaining.

**Mr. LITTAUER.** It seems to me if the Bureau feels there should be a distribution of copies of this character they should come in a regular way, and not ask us in determining their clerical force to consider printing and distribution.

**Mr. BONAPARTE.** That, I suppose, could be stricken out without hurting anybody's feelings.

#### INCREASE OF THE NAVY.

**Mr. LITTAUER.** In the Bureaus of Steam Engineering and Construction and Repair you ask for an increase of the force, and advise us of the additional force that has been provided in those Bureaus out of "Increase of the Navy" fund. We placed a limitation on the Bureaus of Ordnance, Equipment, Construction and Repair, and Steam Engineering that there should not be expended an amount greater than \$120,000 in the last appropriation act. What did you actually expend?

**Mr. PETERS.** We have not expended the entire amount; I can not tell exactly how much has been expended.

**Mr. LITTAUER.** You believe that you can live within that restriction for the next year?

**Mr. BONAPARTE.** Hardly. You know the Navy is growing very largely.

**Mr. LITTAUER.** The "Increase of the Navy" is not growing very largely?

**Mr. BONAPARTE.** I do not know about that. We will have, I think, between seven and ten new battle ships and armored cruisers in commission this year.

**Mr. LITTAUER.** That is, in commission. This applies to the office force.

Mr. BONAPARTE. To those in the bureaus at Washington, but of course every increase in the naval force does increase the work in the bureaus here. While I do not know what the difference would be, I should think some little increase would be wise in that limit.

Mr. LITTAUER. Is not the greater number of these extra employees paid out of "Increase of the Navy" fund, necessitated because of the building of new ships?

Mr. BONAPARTE. I am not speaking of the building of new ships. The "Increase of the Navy" would cover employees connected merely with the building of new ships. This is putting out new ships that have been built and are now coming into commission, into active use. That is unquestionably increasing the amount of work in every bureau.

Mr. LITTAUER. This is to carry into effect the various appropriations for the increase of the Navy. "Increase of the Navy" means new ships?

Mr. BONAPARTE. It is the name of an appropriation.

Mr. LITTAUER. For the purpose of building ships.

Mr. BONAPARTE. What are you referring to here, the service of draftsmen, etc.?

Mr. LITTAUER. Yes, sir.

Mr. BONAPARTE. I do not know that there is much reason to increase that. What I thought you were referring to was the force in the various bureaus themselves.

Mr. LITTAUER. The clerical force of the bureaus, as provided for in your estimate, which is exactly the same as a year ago?

Mr. BONAPARTE. Yes, sir.

Mr. LITTAUER. Then to that force you added whatever became necessary to carry out the various appropriations for "Increase of the Navy?"

Mr. BONAPARTE. Yes, sir.

Mr. LITTAUER. And that is limited so that the total expenditures shall not exceed \$120,000?

Mr. BONAPARTE. If you are referring to that particular point, I think \$120,000 will be sufficient.

Mr. LITTAUER. You have advised us already that you want the paragraph restored which was left out of your estimates.

Mr. BONAPARTE. I have no objection to its being restored.

Mr. LITTAUER. I think you wrote us a letter?

Mr. BONAPARTE. Yes, sir. I think it had better be restored. Yes: decidedly.

Mr. LITTAUER. I will call your attention to this letter, and perhaps it would be well to have it go into the record. The omission would make us believe that you did not want to continue that restriction?

Mr. BONAPARTE. Yes, sir; it is just the other way. That is misleading. Those things were really suggested by the Department itself as amendments to the bill.

The letter referred to is as follows:

NAVY DEPARTMENT.  
Washington, January 16, 1906.

Sir: Referring to the estimates of this Department for salaries for the fiscal year ending June 30, 1907 (see pp. 413-421, "Estimates of appropriations, 1907"), and in view of the following provision contained in the act approved March 18, 1904, viz:

"Office of the Secretary: \* \* \* On and after July first, nineteen hundred and four, it shall not be lawful for the Secretary of the Navy to employ

in the Navy Department, at Washington, District of Columbia, and pay out of the appropriations for new ships, any civilian expert aids, additional draftsmen, writers, copyists, and model makers, except as herein or as may hereafter be specifically authorized \* \* \*."

I have the honor to request that, to enable the Secretary of the Navy to employ and pay out of the appropriations "Increase of the Navy" and "Public works" for the services of such draftsmen and other technical services as may be required to carry into effect the various appropriations under the aforementioned titles, the following clauses, similar to those contained in the legislative appropriation act approved February 3, 1905, be incorporated in the legislative appropriation bill now under consideration by your committee, viz:

After the appropriations for the Bureau of Construction and Repair, the following:

"The services of draftsmen and such other technical services as the Secretary of the Navy may deem necessary may be employed in the Bureaus of Ordnance, Equipment, Construction and Repair, and Steam Engineering to carry into effect the various appropriations for "Increase of the Navy," to be paid from such appropriations: *Provided*, That the expenditures on this account for the fiscal year nineteen hundred and seven shall not exceed one hundred and twenty thousand dollars; a statement of the persons employed hereunder and the compensation paid to each shall be made to Congress each year in the annual estimates."

After the appropriations for the Bureau of Yards and Docks, the following:

"The services of skilled draftsmen and such other technical services as the Secretary of the Navy may deem necessary may be employed in the Bureau of Yards and Docks to carry into effect the various appropriations for "Public works" to be paid from such appropriations: *Provided*, That the expenditures on this account for the fiscal year nineteen hundred and seven shall not exceed thirty thousand dollars; a statement of the persons employed hereunder and the compensation paid to each shall be made to Congress each year in the annual estimates."

Lists of the persons employed in the several bureaus under the authority of the legislative appropriation act approved February 3, 1905, accompanied the annual estimates of this Department for salaries for the fiscal year ending June 30, 1907, heretofore submitted (see pp. 415, 418, 419, 420, and 421, Book of Estimates).

Very respectfully,

CHARLES J. BONAPARTE,  
*Secretary.*

Hon. JAMES A. TAWNEY,

*Chairman Committee on Appropriations,  
House of Representatives.*

Mr. LITTAUER. We will now turn to the Bureau of Supplies and Accounts, the Bureau of Medicine and Surgery, and Bureau of Yards and Docks. There is another paragraph?

Mr. BONAPARTE. That is in the same letter.

Mr. LITTAUER. There the expenditures from that fund were \$21,000 and the limit was placed not to exceed \$30,000.

Mr. BONAPARTE. I think it will undoubtedly be needed.

#### DETAILS.

Mr. LITTAUER. Between those various bureaus they agree on the details? There is no great amount of details between them?

Mr. PETERS. No, sir; there is not a great amount of details. I think, perhaps, I have a statement. In the Book of Estimates you will find the persons detailed. I think there are about ten or twelve details, perhaps. You have a communication to that effect.

#### CONTINGENT EXPENSES—BOOKS AND PERIODICALS.

Mr. LITTAUER. Turning to the contingent expenses, which of course now ought to be apportioned so as to avoid a deficiency, how much

did you actually need for professional books and periodicals for the Department's library—and we want you to answer that with a view that will not restrict purchases under this head to the amount to be appropriated for, and we want to make an ample appropriation?

Mr. BONAPARTE. I put it at about \$2,000. It is put down here at \$1,500. I would put it at \$2,000.

Mr. LITTAUER. Will the \$2,000 include the \$100 you want to give to the Judge-Advocate-General?

Mr. BONAPARTE. Yes, sir. That and one or two other matters caused me to suggest putting it at \$2,000.

#### STATIONERY AND FURNITURE.

Mr. LITTAUER. Your stationery and furniture estimates come within bounds this year?

Mr. BONAPARTE. Yes, sir.

Mr. LITTAUER. Will there be a surplus?

Mr. BONAPARTE. A very small one.

Mr. LITTAUER. Do you get any extra sums that apply to the purposes here from any other appropriation?

Mr. PETERS. No, sir. We sold an old horse we had and covered that money into the Treasury under "Miscellaneous receipts." The bureaus have contingent funds in the naval bill.

Mr. LITTAUER. The bureaus provided for here?

Mr. PETERS. No; they are not provided for here. The bureaus spend more money for contingent expenses for the naval service than they spend for expenses for the Navy Department.

Mr. LITTAUER. It is not expended here in the District?

Mr. PETERS. Some of it is expended here, but not in the same manner that the contingent appropriation for the Navy Department is expended. Those purchases are made by paymasters in the Navy.

Mr. LITTAUER. The Bureau of Navigation is in the Department building?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. Can they expend money for newspapers and typewriters?

Mr. PETERS. That all comes out of this appropriation.

Mr. LITTAUER. What sort of expenditures would that Bureau make in the District that would not come out of this appropriation?

Mr. PETERS. None.

Mr. LITTAUER. The other bureaus, however, are confined for their work at the Department headquarters here to this appropriation for their miscellaneous expenditures thereunder, while for work done under the bureaus elsewhere they have other contingent funds to draw on?

Mr. PETERS. Yes, sir.

Mr. LITTAUER. For instance?

Mr. PETERS. If Congress authorizes a new ship, they will take the new ship, everything connected with it, and make the purchases out of "Increase of the Navy."

Mr. LITTAUER. That is, the typewriters necessary to write the letters and specifications in connection with a new ship?

Mr. PETERS. After the contract is let. Unless they have a typewriter bought for some other ship and which was left at the works

that built some former ship, but all the necessaries which they must have they buy out of "Increase of the Navy" and charge to the vessel.

Mr. LITTAUER. That is not expended for the Bureau?

Mr. PETERS. In the bureau making the plans their drawing paper and their utensils to be used for that special ship or ships that are appropriated for, out of "Increase of the Navy," they buy their material, whatever that means.

Mr. LITTAUER. It leaves a loophole here in the contingent expenses of the Department that makes it very difficult for us to comprehend what is actually being expended for such items. It comes from the Naval Appropriations Committee, but it is expended in the bureaus here.

Mr. PETERS. The money that is appropriated by the Appropriation Committee is expended by the Secretary of the Navy or upon his specific order. Money that is expended from "Increase of the Navy" or from a contingent appropriation of a bureau is expended upon the order of a chief of that bureau. The manufacturing bureaus have more or less contingent expenses outside.

Mr. BONAPARTE. This is the way it is put down in the naval appropriation act for the Bureau of Navigation:

Contingent: Advertising, telegraphing on public business, postage on letters sent abroad, ferrage, ice, continuous-service certificates, discharges, good-conduct badges, and medals for men and boys; transportation of effects of deceased officers and enlisted men of the Navy; books for training of apprentices and landsmen; maintenance of gunnery and other training classes; packing boxes and material, and other contingent expenses and emergencies arising under cognizance of the Bureau of Navigation, unforeseen and impossible to classify.

Mr. LITTAUER. How much do they appropriate for that purpose?

Mr. BONAPARTE. Last year the appropriation was \$25,000.

Then, for the Bureau of Equipment the provision reads:

Contingent, Bureau of Equipment: Express charges on equipment stores; packing boxes and material, printing, advertising, telegraphing, books, and models; stationery; furniture for equipment of offices in navy-yards; postage on letters sent abroad, ferrage, ice, and emergencies arising under cognizance of the Bureau of Equipment, unforeseen and impossible to classify. \$11,000.

Mr. LITTAUER. It amounts to this, that there is one contingent fund under your direction, another specifically under the direction of the bureau chiefs, and a third one of unlimited amount under "Increase of the Navy."

Mr. BONAPARTE. I would not say it is of "unlimited amount."

Mr. LITTAUER. Not unlimited, but with no limit upon it.

Mr. BONAPARTE. There are only three of four of these bureaus that have contingent funds. I have a contingent fund under the naval appropriation bill that is merely put down—

for all emergencies and extraordinary expenses, exclusive of personal services in the Navy Department or any of its subordinate bureaus or the offices at Washington, D. C., arising at home or abroad, but impossible to be anticipated or classified.

If it is a question of whether there would be a possibility of expending any of this money for any other purposes than those mentioned, I do not think there would be any possibility of it all.

Mr. LITTAUER. That does not impress me very much as to the general looseness in which these general sums under these different heads are appropriated. For instance, "Contingent expenses" covers a very broad field.

Mr. BONAPARTE. Yes, sir.

Mr. LITTAUER. We find all kinds of matters that we do not particularly care about creating—you have so many funds to draw on—

Mr. BONAPARTE (interrupting). Pardon me. I do not think I have. This particular fund is under the head of "Contingent expenses," and the absolutely necessary expenses would probably amount fully to \$14,000. I should say that was rather a close estimate as to what it was going to cost.

Mr. LITTAUER. Do you think it tends to economical administration to have these various contingent funds, or do you think they should all be under your own charge?

Mr. BONAPARTE. My idea is it would be better, if you ask my opinion, instead of having several contingent funds to have one large fund under the absolute control of the Secretary of the Navy, and have him give every year a full account to Congress; but this is not, properly speaking, a contingent fund at all, because they are expenses which would be foreseen very fully in advance and the appropriation for them really leaves scarcely any room for discretion; but there are a certain number of things that are happening all the time. This summer I had a claim of a very peculiar character for medical services some little time ago, and it would have been very hard not to have paid it. There was no fund out of which it could be paid, and the amount asked for in the first place I considered very exorbitant, but I succeeded in reducing it to very moderate dimensions. I had to pay that out of my contingent fund. There was nothing else to pay it out of.

Mr. LITTAUER. I believe for our purposes if you could have a statement prepared of the various expenditures and contingent funds—

Mr. BONAPARTE. This one?

Mr. LITTAUER. This one, and in connection therewith the expenditures under the various bureaus that have contingent funds, so that we could gather them all together and be able to revise them as a whole?

Mr. BONAPARTE. Of course, we could do that up to the present date.

Mr. LITTAUER. For the last fiscal year.

Mr. BONAPARTE. A contingent fund is not a practical thing in the nature of things to apportion. We could do that for the last fiscal year.

Mr. LITTAUER. It is required by law to be apportioned?

Mr. BONAPARTE. The contingent fund is not one of those funds it is practicable to apportion, because it is for unforeseen expenses.

Mr. LITTAUER. It is our intention to give a certain amount for a contingent fund and, if possible, to hold the Department to an apportionment, so that they should not go into great extravagance early in the year and then find themselves short in the end, because the contingent funds have been a source of constant deficiency.

Mr. BONAPARTE. It is impossible, Mr. Chairman, to apportion it, for the simple reason that if it is apportioned it ceases to be a contingent fund.

Mr. LITTAUER. Are you confusing the emergency and contingent funds?

Mr. BONAPARTE. That is what they are provided for—for emergencies impossible to foresee.

Mr. LITTAUER. This is not?

Mr. BONAPARTE. No, sir; this is not properly a contingent fund.

Mr. LITTAUER. You have a contingent fund that can not be apportioned—the departmental contingent funds are not emergency funds?

Mr. BONAPARTE. It is an emergency fund. That is precisely what it is for. It is for instances such as the visit of Prince Louis of Battenberg.

Mr. LITTAUER. That is your own emergency fund?

Mr. BONAPARTE. Yes, sir.

Mr. LITTAUER. You would not go into the Department funds for that purpose?

Mr. BONAPARTE. I am not quite sure that I understand the question?

Mr. LITTAUER. If the emergency were to exist expenditures would be made out of this contingent fund?

Mr. BONAPARTE. Yes, sir; under the naval bill. You mean this one here?

Mr. LITTAUER. No; the one in connection with the Bureau of Construction and Repair or the Bureau of Equipment. Now, you have a fund for all extraordinary expenses; that is an absolute emergency fund?

Mr. BONAPARTE. Yes, sir.

Mr. LITTAUER. Now, here, under the Bureau of Equipment, will be a contingent fund. Do you supplement this fund out of this fund?

Mr. BONAPARTE. No, sir; they would like me to do so.

Mr. LITTAUER. Naturally.

Mr. BONAPARTE. Now, in the case when we had the outbreak of cerebro-spinal meningitis at Newport, they wanted me to give them an allotment out of the contingent fund to construct certain temporary barracks, which I refused to do, but I did give them an allotment for the purpose of getting tents and for the purpose of taking care of the apprentices during the time that it was absolutely necessary to put them somewhere and there was no other place to put them. There was an alarm of yellow fever down in Guantanamo. I gave them an allotment for certain emergency work there until I discovered that there was no yellow fever, and then I revoked the allotment. Then there was a big storm in the Philippines, a typhoon, that did considerable damage, and several bureaus wanted me to help them out, but I would not do it. I do not think I gave any of them anything. All those things have nothing to do with this fund. It is called a contingent fund, but it is rather a miscellaneous fund.

Mr. LITTAUER. This \$14,000 it gives you to take care of your departmental expenses in connection with all the bureaus in your Department. Now, then, comes along a great sum of \$42,000,000 in the last bill for the "Increase of Navy," and out of that sum you have been drawing for contingent expenses covering practically the same kind of expenditures in the various bureaus. It seems to me the necessities of the bureaus could be provided for in this general departmental contingent fund and not be drawn from such an unlimited sum as "Increase of the Navy."

Mr. BONAPARTE. This sum is sufficient. I should think it was fairly sufficient to cover the enumerated things here. If it be meant to include new items and other absolutely necessary expenditures of

the Navy Department and of various bureaus and officers, anything else that is involved in the expenses which is not mentioned in this legislative bill, it would be insufficient.

Mr. LITTAUER. We appreciate it is insufficient. We still believe the necessary expenditures of your bureaus for this character of expenditure should be covered here and not in the naval bill, drawn from an immense bulk sum.

Mr. BONAPARTE. Here is what I think you have in view. In the naval act there is in each of these bureaus—I have already called your attention to my contingent fund.

Mr. LITTAUER. Your own contingent fund stands on its own base. That is an extraordinary emergency fund.

Mr. BONAPARTE. Here, under the Bureau of Navigation, I read that, and also the one under the Bureau of Equipment, which contains some matters which might perhaps be absolutely necessary and would come in here if they had not this contingent fund. Then there is Yards and Docks, which has a contingent fund. That, it is true, is expressly confined to navy-yards and stations, but amounts to \$30,000. Then the Bureau of Supplies and Accounts has a very large contingent fund, at least comparatively speaking.

For expressage, fuel, books and blanks, stationery, advertising, furniture for general storehouses and pay offices in navy-yards, expenses of naval clothing factory and machinery for same, postage, telegrams, telephones, tolls, ferrages, yeoman's stores, safes, newspapers, ice, and other incidental expenses, \$160,000.

Mr. LITTAUER. What I want to get at is this: How much was expended for the purposes of the bureaus here in Washington?

Mr. BONAPARTE. Well, I suppose that can be obtained.

Mr. LITTAUER. Because that part that is expended here ought to be provided for in the general contingent fund of the Department.

Mr. BONAPARTE. As I have said before, it does not make much difference to the Department where it comes from. Would you want a statement of the several contingent funds up to date?

Mr. LITTAUER. The past fiscal year would be a good guide, and if the contingent expenses could be divided into two categories, one expended in the departmental offices here and the other way, that would be a guide for rather more proper appropriations.

Mr. BONAPARTE. That I think I can secure for you very readily. How far back do you wish the information to go?

Mr. LITTAUER. Just one year. Keep your own fund by itself. We are after the bureau expenditures and not your emergency fund.

Mr. BONAPARTE. That information can undoubtedly be procured for the year 1904-5. (See p. 482.)

#### MILLS BUILDING—COAL, GAS, ETC.

There is one matter that I would like to call your attention to. On page 180 you will find that there is an estimate of \$5,000.

Mr. LITTAUER. In connection with the Mills Building—coal, gas, etc.?

Mr. BONAPARTE. Just below that you will see another item for repairs and materials required in maintenance of Mills Building, including oil, grease, tools, and a whole heap of other things, \$500. I do not ask for any increase in those appropriations put together, but I

would like you to distribute them somewhat differently. We have not needed the whole of the \$5,000, at least according to all present indications, this year, but we are already short in the \$500 account, and if you will make the first item \$4,500 and the second item \$1,000, it will relieve us of the difficulty in that case.

#### ROOMS FOR NAVY DEPARTMENT.

Mr. LITTAUER. How are you provided for now with room in your Department?

Mr. BONAPARTE. We are very much crowded. All three of the Departments in that building are crowded. I should think one of these days it might be worth while to investigate the question whether the walls of the building are solid enough to hold a steel and glass superstructure put up on top of it, with better elevator service than we have at the present time.

Mr. LITTAUER. Or crowd out the State Department?

Mr. BONAPARTE. If you will crowd out the other two Departments and give us the whole building, that would relieve the situation, but they manifest a desire to put us out.

THURSDAY, February 15, 1906.

#### THE DEPARTMENT OF THE INTERIOR.

##### STATEMENT OF HON. E. A. HITCHCOCK, SECRETARY, ACCOMPANIED BY HON. THOMAS RYAN, FIRST ASSISTANT SECRETARY, AND MR. GEORGE W. EVANS, DISBURSING OFFICER.

###### DETAILS.

Mr. LITTAUER. It seems evident to us, Mr. Secretary, that you are now attempting to include in the regular part of your office all those details which have been there for a greater or less time?

Mr. HITCHCOCK. By that you mean the inspectors?

Mr. LITTAUER. The general clerical force.

Mr. HITCHCOCK. Yes, sir.

Mr. RYAN. Under the direction of Congress.

Mr. LITTAUER. In order to do away with the trouble we had a year ago?

Mr. HITCHCOCK. Yes, sir.

Mr. LITTAUER. Have you taken them all up in this statement?

Mr. RYAN. Yes, sir.

###### DETAILS FROM RECLAMATION SERVICE.

Mr. LITTAUER. How many clerks are detailed from the Reclamation Service? What right have you to detail clerks from the Reclamation Service?

Mr. RYAN. Apparently as much right as from any other office.

Mr. HITCHCOCK. They are partly in our office.

Mr. LITTAUER. I thought that was a sort of an outside fund of unlimited expenditure.

Mr. RYAN. It is directly under the Secretary of the Interior.

Mr. TAWNEY. I think what Mr. Littauer wants to know is this: Here is a special fund and a certain number of clerks are appointed, to be paid out of that fund, and they are detailed to some other department or bureau in your Department and still paid out of this fund while they are not doing anything in connection with the Reclamation Service?

Mr. HITCHCOCK. I do not know of any detail of that kind.

Mr. EVANS. I can explain that, if the Secretary will permit me. There are three employees detailed for duty in the office of the Secretary, under the Dockery Act of 1894, which requires that all the expenditures and the accounts shall receive an administrative examination by the Secretary of the Interior. In compliance with that statute it is necessary to have somebody detailed from that Service into the office of the Secretary.

Mr. TAWNEY. Matters originating in the Service?

Mr. EVANS. Yes, sir; that first comes to the Secretary for approval before transmission to the Treasury for settlement, and those employees are engaged upon the work of examining the accounts which have to receive the administrative examination of the Department prior to their being sent to the Treasury, under the Dockery Act of 1894.

Mr. TAWNEY. The three clerks detailed from the Reclamation Service to the Secretary's office are in fact working on reclamation work?

Mr. EVANS. Absolutely.

Mr. TAWNEY. Although connected with the Secretary's office they are actually doing reclamation service?

Mr. EVANS. Yes, sir.

Mr. LITTAUER. When you take them into your regular force you will no longer pay them out of the fund of the Reclamation Service?

Mr. HITCHCOCK. If they do exclusive reclamation work we will.

Mr. LITTAUER. Then they should not be included in the bill.

Mr. TAWNEY. If the facts are as you have stated them they should not be included in the regular force of the Department?

Mr. HITCHCOCK. I assume that they are doing simply reclamation work.

Mr. LITTAUER. These men are at work on reclamation service in the Bureau?

Mr. EVANS. Absolutely.

Mr. LITTAUER. Then they should not be included in your regular force.

Mr. EVANS. Only under the general proposition of the statutes in regard to the office force. We thought when we prepared this estimate that it would be better to incorporate in the estimate for the Secretary's office all the details that were at work in the Secretary's office. That is the reason they appear in the estimates.

Mr. LITTAUER. Here is a service that stands on its own bottom and pays its own expenses?

Mr. RYAN. Yes, sir.

Mr. TAWNEY. And, therefore, it would increase the reclamation fund to that extent?

Mr. RYAN. Yes, sir.

## BOARD OF PENSION APPEALS.

MR. LITTAUER. Let us take up the items as they come along in the bill.

I notice that you want to continue the twenty additional members of the board of pension appeals. I have heard more or less expression of the desire to continue these men under the civil-service provisions. They were not appointed first through any civil-service examination?

MR. HITCHCOCK. No, sir.

MR. RYAN. Those are the appeal board people?

MR. LITTAUER. Yes, sir. Do you recommend that they be covered in?

MR. HITCHCOCK. No, sir. The report from the Assistant Secretary is a very satisfactory one. When you gave us the twenty additional temporary members of the board several years ago there were at that time some 14,000 cases on appeal, I think, roughly.

MR. LITTAUER. They were brought in as temporary aid?

MR. HITCHCOCK. Yes, sir. When Congress made an appropriation for twenty additional members of the board three and one-half years ago (for the fiscal year commencing July 1, 1902) there were pending 16,097 appeals and motions for reconsideration. The number of appeals and motions have been reduced to 2,074 pending on the first day of this month, February 1, 1906.

About 600 new appeals and motions are filed each month, and about 1,000 are disposed of. Unless there should be a large increase of the number of new appeals, it is apparent that, with the present force, at the close of the present fiscal year the board will be up with the current work.

It will be observed, as above indicated, that two members of the board belonging to the temporary force have resigned, and the vacancies have not been filled.

It may also be stated that two law clerks from the Assistant Attorney-General's office, who have been employed for some time with the board preparing opinions, have been returned to the Assistant Attorney-General's office.

The clerical force has also been reduced by the resignation of one \$1,400 clerk and the return of three others—one at \$1,000, one at \$1,400, and one at \$660—to the Bureau of Pensions, from whence they were detailed.

It is quite impossible to anticipate the work connected with the board, or rather to definitely state what force will be necessary to keep up with the current work. New legislation and new rulings frequently have a tendency to increase the number of appeals and sometimes reduce the number. It would, therefore, seem wise that, if the appropriation for the next fiscal year be continued for the temporary members of the board, the vacancies as they occur should not be filled.

That is the policy of the Department. The same uncertainty exists as to the clerical force employed, such as stenographers, typewriters, recorders, letter writers, and messengers, etc.

The number may be approximated, but necessarily will be subject to variation from time to time as the nature and quantity of work demand. For this reason it would seem to be the part of wisdom to

continue on the roll of the Bureau of Pensions those clerks who are detailed therefrom, and when their services are no longer required here they can be returned to the Bureau by the cancellation of the detail.

Our idea is to continue to ask for them, and as dropped the vacancies will not be filled unless there is some necessity for it.

Mr. LITTAUER. You have two vacancies now?

Mr. EVANS. He recommends a reduction of two.

Mr. RYAN. We do not want the appropriation for the two.

Mr. LIVINGSTON. Why do you propose to drop two and not the others?

Mr. RYAN. They were included in the estimates, but we are not going to fill their places.

Mr. LITTAUER. You desire to continue the nine regular members of the board?

Mr. HITCHCOCK. Yes, sir.

Mr. LITTAUER. The twenty are outside of the civil service and there are two vacancies. You will not fill those vacancies and therefore we should provide for eighteen?

Mr. HITCHCOCK. Yes, sir.

Mr. LITTAUER. Then we come to the three additional members of the board of pension appeals, to be selected from the force of the Pension Office. They are still at work?

Mr. HITCHCOCK. Yes, sir. We hope that the appeals will soon be reduced so that we can send them back to the Bureau of Pensions.

Mr. RYAN. As far as the estimates are concerned there should be no change.

Mr. TAWNEY. Those are selected from the Pension Office?

Mr. RYAN. Yes, sir.

#### INCREASE OF SALARIES.

Mr. LITTAUER. You submit to us an increase in the salary of the clerk in charge of documents from \$2,100 to \$2,500?

Mr. RYAN. He is the chief of the division, and we have submitted a provision all along the line of the chiefs of the divisions in the Secretary's office, and what applies to one would apply to all.

Mr. LITTAUER. And you want to raise them all from \$2,250 to \$2,500?

Mr. RYAN. This was \$2,100, but the estimate would bring them up to \$2,500, and that has been the estimate for two or three years.

#### SPECIAL AGENTS.

Mr. TAWNEY. The Assistant Commissioner of the Land Office was here a few minutes ago, and we find that he has 75 special agents, besides three special land inspectors, connected with the administration of the public-land laws. I notice, Mr. Secretary, that you have here special agents, and I wanted to find out whether these were distinguished from your force of special agents or not.

Mr. HITCHCOCK. Yes, sir; they are.

Mr. RYAN. The special agents are in the Land Office, but the inspectors are in the Secretary's office.

Mr. TAWNEY. They have three, and there are six provided for here. In what respect do the duties of these inspectors differ from the duties of the special agents in the Land Office?

Mr. HITCHCOCK. The special agents in the Land Office are now divided into three classes, and they go to particular places—certain districts—they are divided up and assigned under the present Commissioner. There is a special agent in a certain district; he has one or more, as is necessary, to look after certain matters in that particular district. Now, cases come up, for instance, where we have to send an inspector to overlook the whole work and to do additional work in the land-fraud cases which the special agent can not do very well. They go wherever we send them.

Mr. TAWNEY. The special agents are used primarily as representatives of the Government when final proof is made?

Mr. HITCHCOCK. They go and inspect the land offices and see that everything is being conducted in a proper manner, so to speak, and they are divided around the country in that way. One special agent has usually one or more under him, and they go and examine the records and the correspondence of the office, and when special cases occur where it requires a more rapid inspection, or where some case comes up where there is indication of fraud, then the inspector follows them to see that they have gone thoroughly into the whole matter.

Mr. TAWNEY. You have another class of special agents paid out of the fund for protection of the public lands?

Mr. EVANS. Yes, sir.

Mr. TAWNEY. How many have you there?

Mr. HITCHCOCK. There are 75 special agents.

Mr. EVANS. These five special inspectors are directly under the supervision and control of the Secretary, and are therefore separated from the Land Office, having no connection with the Land Office whatever.

#### CONDITION OF FORCE AND WORK.

Mr. LITTAUER. Your increase of force, taking up the details, is a varied one. In what general condition is the clerical work?

Mr. HITCHCOCK. We are behind in a good many divisions, as far as that goes, because the work is increasing enormously all over the country.

Mr. LITTAUER. What character of a force have you? Have you very many old and semiincapacitated clerks?

Mr. HITCHCOCK. No: I think Governor Richards reports now that with some few exceptions we have a pretty fair force, and the policy is this: When he appoints a special agent he puts him first in the office, so that he can get familiar with the routine of the office. He has created them into three classes—\$1,200, \$1,500, and \$1,800—and they serve first a certain time in the first class, and after they show by efficiency, character, etc., that they are entitled to go up to the next class they are promoted up, and so into the third class.

Mr. LITTAUER. That applies to your inspectors?

Mr. HITCHCOCK. The special agents. I think his general report is that they are doing very well.

Mr. LITTAUER. I was referring more particularly to the clerical force who do the work of the Secretary's office in Washington.

Mr. HITCHCOCK. The divisions are behind, and Mr. Money has introduced a bill or something reducing the number of hours to six and a half.

Mr. RYAN. He proposes to reduce the number by one hour?

Mr. LITTAUER. We have had some information from the Commissioner of Indian Affairs. I would like to know what your experience has been since this additional half hour has been added on. Do you get a half hour's additional work? Is there a greater product from the clerks' services?

Mr. HITCHCOCK. Yes, sir. We get an additional half hour from the work outside.

Mr. LITTAUER. My inquiry is directed particularly to get a little testimony as to the amount of work performed by the clerks since that additional half hour has been added to the day's service?

Mr. HITCHCOCK. I think we do.

Mr. LITTAUER. You feel that you do?

Mr. HITCHCOCK. I think so; that is my impression.

Mr. LITTAUER. These gentlemen come in closer touch with the clerks. Have you any information on that subject from your own observation?

Mr. RYAN. I am really not in any closer touch than the Secretary. There is a difference of opinion, I want to say, among those who have reported, the heads of divisions and the chiefs of bureaus. They do not agree, but I have no reason, so far as my observation goes in the Secretary's office, to think or believe that we do not get full work; that we do not get that additional time.

Mr. LITTAUER. You do get a result from the additional half hour?

Mr. RYAN. Yes, sir; undoubtedly.

Mr. LITTAUER. It is a benefit to the service in the performing of work?

Mr. RYAN. Yes, sir. I think but for the additional work we would have to have an additional force.

Mr. HITCHCOCK. That is just what I had in mind. With the work accumulating as it is, nearly every division in the Land Office, with one or two exceptions, is from one to several months behind. The work is enormous.

Mr. BURLESON. Is there anything in the claim that there is a larger percentage of mistakes made within the last half hour than the hours preceding the last half hour?

Mr. RYAN. I have no data as to that.

Mr. LITTAUER. Have you noticed an increase in the number of mistakes?

Mr. RYAN. No, sir; nothing of that kind has ever come to my knowledge.

Mr. LITTAUER. The theory is that during the last half hour the brain is fagged out by the overwork?

Mr. HITCHCOCK. If it was 3.30 it would still be fagged out. I do not think any injustice is done, and that is the opinion of the Commissioner of Indian Affairs and the Commissioner of the Land Office. It is not the opinion of the Commissioner of the Pension Office, Mr. Warner, who recommends the shorter hours for the Pension Bureau.

Mr. LITTAUER. Do you suppose they become fagged out because of their age?

Mr. HITCHCOCK. There is a great deal in that. It is a great problem—a tremendous problem.

Mr. LITTAUER. The proposition that is before us here is how to handle clerks less efficient because of increasing age. What would you think of reducing the compensation of clerks receiving more than \$1,200 after they reach the age of 65 to \$1,200?

Mr. HITCHCOCK. There is just one of two things to do, either turn them out to grass, which is cruelty, and the other is to retain them and give them some duty at a reduced rate, so that they can take care of themselves.

Mr. TAWNEY. If Congress were to provide in an appropriation bill or otherwise for a gradual reduction in the salaries of the clerks should they reach the age of 65 and over, would that, in your judgment, tend to improve or increase the efficiency of the service, and also result in economy?

Mr. HITCHCOCK. I think it would.

Mr. TAWNEY. Suppose we should also provide that, say, in seven years clerks who have reached the age of 65, 68, or 70 years of age should be then permanently separated from the service?

Mr. HITCHCOCK. I would hardly go that far. There are clerks 65 and 70 years of age who are efficient and capable and who have devoted the greater part of their lives to the public service.

Mr. TAWNEY. I understand that. If we were to provide that seven years hence, commencing seven years from now, that would take care of all those in the service, and it would be a notice to those reaching that age that they would have to provide for themselves, would it tend to increase the efficiency of the clerical force?

Mr. HITCHCOCK. At first blush it strikes me fair. At the same time I would have to look over the ages of our employees.

Mr. TAWNEY. You have 177 employees who are 70 years of age and over?

Mr. HITCHCOCK. Yes, sir.

Mr. RYAN. Among them are some excellent men.

Mr. BURLESON. But the exception proves the rule?

Mr. HITCHCOCK. Yes, sir.

Mr. TAWNEY. You have discretion now, as the head of the Department, to make these reductions on account of incapacity resulting from physical disability, have you not?

Mr. HITCHCOCK. There is some of that done. It would be better to have it under special legislation.

Mr. LITTAUER. And not leave it, so to speak, to discretion, so that pressure may be brought to bear?

Mr. HITCHCOCK. That is it. I do not think that any single Department or any one section of it should be overloaded with clerks incapacitated by physical disability.

Mr. TAWNEY. Suppose Congress should enact a law providing that a clerk who has reached the age of 65 years and is less than 68 years should not receive in excess of \$1,400 or \$1,500 a year, and a clerk who has reached the age of 68 years and is less than 70 years should not receive in excess of \$1,200, and a clerk 70 years of age and over should not receive more than \$840; to what extent, in your judgment,

would that increase the efficiency of the service or how much more work could be done by your force under those conditions?

Mr. HITCHCOCK. I could hardly answer those questions by giving any percentage or number without looking into the matter very carefully, but undoubtedly it would increase the efficiency if with the money thereby saved we could get additional clerks.

Mr. BURLESON. Or promote those really doing the work?

Mr. HITCHCOCK. Then we would have the work, and at the same time would not be turning out the older ones to help themselves.

Mr. BURLESON. Unless you gave them full notice?

Mr. HITCHCOCK. Unless you gave them something.

Mr. TAWNEY. It has been brought to the attention of the committee that in some of the Departments here—and I think in your Department—clerks on their own motion, without knowledge on the part of the heads of Department probably, have fixed a certain amount of work or character of work as the standard of a day's work, and I would like to ask whether you can give us any light on that subject?

Mr. HITCHCOCK. I never heard of that.

Mr. TAWNEY. Something has been said in regard to the medical examiners in the Department of the Interior or the Pension Bureau?

Mr. RYAN. The Pension Bureau.

Mr. HITCHCOCK. Mr. Warner's force is constantly at work. He has made certain changes and has introduced certain economies, and he told me the other day that the expenses of conducting that Bureau would be reduced \$50,000. We have recently had some investigation there of the loan-shark business, and we have brought them up and dismissed them. Then we have had this purchasing outside agency business. We simply cut them off. I think that is what has been so much said about. He is doing good work in that Bureau.

Mr. EVANS. The report from the Department of the Interior shows that there are 4,500 employees in the Department all told, and that every bureau in the Department, with the exception of three offices, report that there are no employees in those bureaus who are below a fair standard of efficiency.

Mr. LITTAUER. What does that mean? Do they not regularly make that report?

Mr. EVANS. We do.

Mr. BURLESON. It means absolutely nothing.

Mr. EVANS. It means a compliance with the statute.

Mr. BURLESON. A perfunctory compliance with the statute.

Mr. EVANS. Whether it is true or not it is not for us to say. We must regard it as correct.

#### PRINTING AT GOVERNMENT PRINTING OFFICE.

Mr. RYAN. There is a matter that I would like to mention. There is a class of work that has been done here for a great many years by private concerns. Now, for instance, stationery, including tags—tags that are used in the Geological Survey, and perhaps elsewhere, but they have to have some little printing on them—labels, index cards, cloth-lined file wrappers, and specimen bags. They have to have some little printing on them. That has been done heretofore until the last year by private parties, done here at private establishments.

Mr. HITCHCOCK. Under bids, you know.

**Mr. RYAN.** I will read this memorandum. We have prepared here an item which would enable the Department to do that work or get that printing done outside the Government Printing Office, because it costs so much more—the tags, labels, index cards, cloth-lined file wrappers, and specimen bags. Those are little bags that contain specimens for the Geological Survey. Those bags have a little printing on them. They can be furnished by the manufacturers at a nominal or very low price for the printing required when printed in the course of manufacture—that is, you take the manufacturer who makes these bags, he can put the printing on almost without any cost.

**Mr. LIVINGSTON.** Like a man who sells a piece of silver; he puts your name on it?

**Mr. RYAN.** Yes, sir; but if purchased and then printed at the Government Printing Office the cost of printing is from three to ten times as much, and much inconvenience and delay results from such cause.

**Mr. LITTAUER.** From three to ten times the cost?

**Mr. RYAN.** Yes, sir. It has been the practice of the Department during the past twenty years or more, in the interest of economy, to have such imprints put on these articles by the manufacturer. When you buy the tags they put the printing on. But of late the Comptroller has disallowed accounts for supplies purchased from dealers and manufacturers with special imprints on them, for the reason that the law relating to printing requires all printing to be done at the Government Printing Office, and hence he has decided that such printing is illegal.

As an instance, the Geological Survey wanted 30,000 small cloth bags for specimens, upon which some printing was necessary, and the lowest bidder offered them at \$7.25 per thousand, with or without printing on them. Having in view the objection of the Comptroller, which I have referred to, an estimate was procured from the Public Printer, which amounted to \$97.50 for printing the bags after they were made, or \$3.24 per thousand, thus making the cost of the bags \$10.49 per thousand, as against \$7.25 per thousand.

**Mr. LITTAUER.** Does the Public Printer give you any explanation of such excessive cost?

**Mr. RYAN.** We are trying to get some explanation now. This excessive cost runs through everything we print.

**Mr. LITTAUER.** Here is an ordinary bag not printed, and then printed by the Government Printing Office?

**Mr. RYAN.** Yes, sir. This condition of things was submitted to the Comptroller, and, notwithstanding all the facts were placed before him, he insisted in his decision of June 12, 1905, that the printing must be done at the Government Printing Office. Even when our lowest bidder says it is so much with the printing or without it, take it as you please, the Comptroller says that you must take it without the printing and get it printed at the Government Printing Office.

**Mr. LITTAUER.** In your experience is not that so in every activity that the Government enters in a manufacturing way, that there is an additional expense of between 40 and 50 per cent, despite the fact that the Government has its rental free?

**Mr. RYAN.** We have some instances where I think it will run up above that. I was talking with the Commissioner of Patents a day

or two ago and he is preparing some matter now where the difference between the bids that he has called for from different parties who do printing and that which we have to pay at the Government Printing Office runs up as high as 500 per cent.

#### REDUCTION OF HOURS OF LABOR.

Mr. HITCHCOCK. Just one more word about the shortening of hours. We have over 4,500 people, and if the Department closed at 4 o'clock instead of at 4.30 o'clock it would represent more than 2,200 hours, and we would lose that service.

Mr. LITTAUER. Do you think you get more work out of your clerks?

Mr. EVANS. I can only speak for my own division of the Department. I get more work out of them.

Mr. LITTAUER. If the hours were shortened you would have to have more clerks?

Mr. EVANS. I do not have any more clerks now than thirteen years ago.

Mr. LITTAUER. How much more work is performed in your office?

Mr. EVANS. The work of my office is of such a character that it must be kept up every day, the financial ledger and disbursing work must be kept up every day, and while the half hour has made no material change whatever in the lagging of the force, the force do their work up to 4.30 o'clock.

Mr. LITTAUER. Then they do to-day more work on account of the gradual increase of work in your Bureau?

Mr. EVANS. Yes, sir.

Mr. LITTAUER. And you have the same force?

Mr. EVANS. Yes, sir.

Mr. LITTAUER. They perform more work than two years ago?

Mr. EVANS. Yes, sir. They do just as much work between 9 and 4 o'clock as they did before, and the work of the additional half hour.

Mr. TAWNEY. You stated that the half hour meant 2,200 hours a day, and on the basis of seven hours of work it means 314 less clerks if you cut off the half hour?

Mr. EVANS. Yes, sir.

Mr. LITTAUER. What do you know about the task problem, whether they restrict their output according to what they consider the average?

Mr. HITCHCOCK. That is the first we have heard of it. We will have to investigate it.

Mr. EVANS. That comes to us as a great surprise. As far as the Secretary's office is concerned, which includes some 300 employees, there is no apportionment of the work there by the clerks or no lagging in the work. Many of them stay until 5 and 5.30 o'clock. Very often I am there until 5.30 o'clock.

Mr. HITCHCOCK. In the Secretary's office I know what is going on, and I know that the clerks stay there until 6 o'clock at night sometimes.

Mr. LITTAUER. Do you not think the clerks, as a whole, are fairly well paid in the ordinary course of clerical service from \$1,800 down?

Mr. HITCHCOCK. If they did not think so there would not be so many applications to get places.

Mr. BURLESON. "Fairly well paid" is not an accurate description of the situation. They are paid a great deal more than similar men can get in private life?

Mr. HITCHCOCK. Yes, sir.

Mr. BURLESON. And there are hordes of applications for every vacancy that occurs?

Mr. HITCHCOCK. Yes, sir.

Mr. RYAN. A clerk in the Department, if he behaves himself, has got a permanent place.

Mr. BURLESON. For life tenure?

Mr. RYAN. Yes, sir. He can stay there as long as he pleases.

Mr. LIVINGSTON. And why is it that you do not reduce the 177 men when you have the law right there to do it. Last year's appropriation act contained this paragraph:

SEC. 3. That the appropriations herein made for the officers, clerks, and persons employed in the public service shall not be available for the compensation of any clerks incapacitated, otherwise than temporarily, for performing such service.

Mr. HITCHCOCK. It would be cruelty in a large number of the cases.

Mr. LIVINGSTON. Then this language ought not to be in the bill?

Mr. RYAN. I do not know to what extent reductions have been made in the salaries of those people who have been reported as below the standard. I think in the Pension Office the Secretary—

Mr. TAWNEY (interrupting). Let me ask the Secretary this question: Have you not found it impracticable in practice to reduce these older clerks because their influence with prominent people almost makes life a burden to you in order to retain them at the salaries?

Mr. HITCHCOCK. That is so.

Mr. LIVINGSTON. This does not refer to reductions at all.

That the appropriations herein made for officers, clerks, and persons employed in the public service shall not be available—

Not a dollar of it—not reduced—but that they shall not be employed at any price.

The compensation of any clerk incapacitated, otherwise than temporarily, from performing such service.

If you have one clerk or officer in your whole Department who is incapacitated you can not reduce him under this law; you must not pay him at all.

Mr. RYAN. Wholly incapacitated?

Mr. LIVINGSTON. Yes, sir.

Mr. RYAN. These people are not wholly incapacitated, but they are not doing as much work.

Mr. TAWNEY. You have here, out of the 177 employees over 70 years of age, 18 who are females. Can you give us a statement of the number of employees in your Department who are 65 years of age and over, whether male or female, and the amount of salary that each receives?

Mr. HITCHCOCK. We can; we will have that information prepared. There is an old lady, quite an old lady, with most respectable antecedents and connections, but she is inefficient because of age, and I think we are paying her \$75 a month. It came to be a question of

whether I should act under the law and put her out, and John Hay wrote me a note and said: "For God's sake don't turn her out, because with the \$75 that she is getting she is supporting a widowed sister." I could not turn that woman out then any more than fly.

Mr. BURLESON. If there was a law it would relieve the head of the Department?

Mr. HITCHCOCK. Yes, sir. Now their friends come and insist that they shall not be turned out.

Mr. LIVINGSTON. I would like to have you add the salary and the class—class 4, class 3, class 2, or whatever class the clerk is working in—and what the clerk is doing.

Mr. HITCHCOCK. We will do that. We will be glad to furnish any information you want.

Mr. TAWNEY. We find from the report of the President that we are appropriating annually for clerks over 70 years of age a little over \$800,000?

Mr. HITCHCOCK. That is all wrong. I believe we could run our Department with one-fourth less the number of clerks if we could get the right kind of clerks.

Mr. LITTAUER. In connection with your estimates we find that there is a sort of general leveling process of salaries going on?

Mr. HITCHCOCK. Yes, sir.

#### TELEPHONE OPERATORS.

Mr. LITTAUER. You ask for certain increases of salary. Just let me call your attention to your telephone operator, who is receiving \$900, and now you ask for \$1,200, and I believe in your notes you state the number of messages received.

Mr. TAWNEY. How many messages are received?

Mr. HITCHCOCK. From 300 to 600 a day.

Mr. LITTAUER. I want to call your attention to the telephone operator who connects your various telephones with the system about the city or in your Department. The telephone operator works at a switch board. Here comes the Secretary of the Navy, who advises us that he needs, also, an increase of force of telephone operators, and asks for an increase of his force from one to two at the rate of \$600 a year. Then, in the same building, we come to the Secretary of State, and they want two telephone operators at \$900 each. In the Navy Department they ask for two at \$600 each, and now you ask that yours shall be increased to \$1,200.

Mr. HITCHCOCK. But you must take into consideration the difference in the business. Secretary Root, I suppose, has a Department which has not one-fourth the number employed in the regular way during the hours of service.

Mr. RYAN. The reasons are stated in this note, and it shows that by a comparison with other offices this is a reasonable request.

Mr. TAWNEY. In your recommendation did you state the number of calls they have to answer a day?

Mr. RYAN. The following is a statement, I am advised, of salaries paid telephone operators in other Departments and bureaus, and the number of telephones:

Treasury Department, \$1,200, 87 telephones; Post-Office Department, \$1,000, 88 telephones; Government Printing Office, \$1,200, 85 telephones; Census Office, \$1,000, 28 telephones; Pension Office, \$1,800, 31 telephones.

Mr. EVANS. Since this statement was prepared the \$1,800 clerk who was detailed for that work in the Pension Office has been dismissed, and they have one there now at \$1,200.

Mr. RYAN. The Interior Department, \$900, and 109 telephones—the largest number of any, I think.

Mr. TAWNEY. Right here in this city telephone operators, who work eight hours a day and receive a maximum salary of \$38 a month, have to answer incoming calls at the rate of 200 an hour, and they get very efficient people to discharge the duties. The operator in no Department of the Government can answer as many calls or make as many connections as operators in the central station here in the city. But that is the fact. That is not the outgoing calls. They receive on the average 200 calls an hour. You can not base the compensation on the number of telephones; it is the number of calls.

Mr. LITTAUER. I am inclined to think that if we have a uniform scale of \$60 a month for telephone operators you could get the best operators in the United States.

Mr. BURLESON. They would then be overpaid.

Mr. LITTAUER. They would be getting 50 per cent more compensation, working a half hour less, and getting thirty days' annual leave.

Mr. BURLESON. And thirty days' sick leave.

#### SICK LEAVE.

Mr. TAWNEY. The chairman has spoken of the thirty days' annual leave. Under the regulations the clerks in the Departments have thirty days' annual and thirty days' sick leave, provided they are ill, with pay.

Mr. HITCHCOCK. I heard of a gentleman who went to a dentist to have a little operation performed and while there somebody brought a medical certificate for the dentist to sign and he signed it and got a dollar. "What is that for?" "That is for that fellow's sick leave." "Do you know he was off that day?" "No; I do not know anything about it; we all sign these things."

Mr. TAWNEY. In addition to that, Mr. Secretary, during the months of July and August you close the Departments one day in the week?

Mr. HITCHCOCK. Saturday afternoon.

Mr. TAWNEY. During the months of July and August?

Mr. HITCHCOCK. Yes, sir.

Mr. TAWNEY. By what authority do the heads of the Departments give that time to employees?

Mr. RYAN. I think that is by Executive order, and I think his authority is the law, but I am not quite sure I am right. I think there is a law in the District of Columbia which makes it a holiday.

Mr. LIVINGSTON. Every Saturday?

Mr. RYAN. Yes, sir. It makes every Saturday afternoon a holiday.

#### TELEGRAPHERS.

Mr. LIVINGSTON. As to the leveling-up business, I see that one Department here has five telegraphers, another four, another two, another two, and you have one. Your telegrapher is paid \$1,200. The War Department pays \$1,800, with four assistants. You have one telegrapher at \$1,200 and the War Department has one at \$1,800,

two at \$1,200, and two at \$1,000. Have you no other telegraphers except this one?

Mr. EVANS. That is all.

Mr. LIVINGSTON. The Treasury Department has two telegraphers and the Department of Commerce and Labor has three?

Mr. HITCHCOCK. I suppose they have, I can not make any explanation in regard to the other Departments.

Mr. LITTAUER. The War Department is connected with the Philippines.

Mr. LIVINGSTON. Yours is an old Department?

Mr. HITCHCOCK. It shows how economically we are running our Department. We do with one, where the Department of Commerce and Labor has three.

Mr. BURLESON. And you have more officials in the field than a good many other Departments?

Mr. HITCHCOCK. Yes, sir.

#### TELEPHONE OPERATORS.

Mr. TAWNEY. Would it not be wise in the matter of the telephone service to fix a uniform salary for all telephone operators employed in the Executive Departments in the city?

Mr. HITCHCOCK. I do not see why it would not be.

Mr. EVANS. We might answer for our Department.

Mr. TAWNEY. Is there any reason why the telephone operators, the character of the work being identically the same, and none of them being required to do the amount of work which an operator is required to do in a central office, should not have a uniform compensation and a liberal one as compared to those outside?

Mr. HITCHCOCK. Except there is a great difference in the efficiency of operators, and it is important to have the messages received and dispatched properly.

Mr. TAWNEY. I am talking of telephone operators.

Mr. EVANS. Our operator is there from 9 until 4.30 or 4.45. She has no assistant and no relief. Speaking generally, I understand that telephone operators outside do not perform the same hours of labor. They do not work as long as that. I understand they are relieved every two or three hours, because the mental strain is so great. That is how I have been informed. Whether or not it is true I do not know.

Mr. LITTAUER. It is not so in the exchanges that I am connected with.

#### ACTING DISBURSING CLERK.

You have made a submission here.

Hereafter in the event of the sickness or unavoidable absence from duty of the disbursing clerk of the Department of the Interior the Secretary of the Interior is hereby authorized to detail the assistant to the disbursing clerk to act in the disbursing clerk's place and to perform all the duties required.

Mr. HITCHCOCK. Under proper bond. That is absolutely necessary, for instance, in the case of the pension agents, where they have thousands of things to sign which they can not get through with.

Mr. EVANS. It is simply to ask that the same law governing the pension agents and assistant treasurers be enacted in this case, and it

does not raise any question of salary or increase. I will state for the information of the committee that I am the only disbursing officer in my Department, while other Departments may have two or three. My disbursements amount to about \$8,000,000 a year, and I give a bond of \$100,000. Now, I have got to do either one of two things, if I want to take any leave during the year or if I am sick, close up my business entirely until I can return to duty or sign thousands of checks in blank and leave them with my assistant, which is not a good business proposition. I do not want to do it and I do not care to do it. Therefore I have asked the Secretary, and the Secretary has recommended this legislation. It will provide for that emergency, and I will take care of the business of the office and we will get along in the usual way without any break in the business. There are a hundred or more checks which go out every day which I have to sign, besides the quarterly payments and the disbursements of salaries. If I were confined at home sick, the business of the Department would be locked up. Nothing could be done.

Mr. TAWNEY. How long has this condition existed?

Mr. EVANS. Always. Fortunately, I have been a good healthy man.

Mr. TAWNEY. Has it been brought to the attention of this committee?

Mr. EVANS. Not to this committee, but to the attention of the Appropriations Committee some four years ago. No action was taken. Why, I do not know.

Mr. LITTAUER. You think the way it is submitted here the Government is thoroughly protected when your deputy would exercise the duties of the office?

Mr. EVANS. Yes, sir; the act covering the assistant treasurers contains the same language.

Mr. LITTAUER. This is the part I can not quite understand:

and the official bond given by the principal shall be held to cover and apply to the acts of the person appointed or detailed to act as his substitute covering such period of sickness or unavoidable absence.

You of course have no control over the appointment and yet your bond covers his acts?

Mr. EVANS. That is true, but that is the exact language of the law covering the assistant treasurers.

Mr. TAWNEY. You would take a bond from the assistant?

Mr. EVANS. Yes, sir; a bond to me.

Mr. LITTAUER. This only affects your own Department of the Interior?

Mr. EVANS. Yes, sir; only my office.

Mr. LITTAUER. Generally speaking, it must apply to other disbursing officers. It is a question whether it should be handled as general legislation rather than separately?

Mr. EVANS. It is not necessary in the other Departments, because they have two disbursing officers and when one is sick the other can act. The Treasury has two disbursing officers.

Mr. LITTAUER. How about the War Department?

Mr. EVANS. I think the War Department only has one. The Agricultural Department has two. In the War Department they can detail an army officer who is already a paymaster.

Mr. LITTAUER. It is unquestionably necessary, but the only question is whether it should be specifically for the Interior Department or be made general law.

Mr. EVANS. I am satisfied most of the other Departments are protected, except probably the Post-Office Department; I do not know about that.

#### ROOM ACCOMMODATIONS.

Mr. LITTAUER. Does the old Post-Office building give you plenty of room?

Mr. HITCHCOCK. We are very much crowded. We have all our files in the corridors everywhere, and the whole thing is jammed up. I think sooner or later we will have to come to Congress for an appropriation to put a couple of stories on the old Post-Office building. That will be the simplest way to provide the additional room.

#### OFFICE OF THE ASSISTANT ATTORNEY-GENERAL.

Mr. LITTAUER. We will next take up the office of the Assistant Attorney-General. There is quite a large force. Have you filled all the places, and are the people all at work?

Mr. HITCHCOCK. Not only at work, but really behind in their work. You have no idea of the number of cases decided and the special opinions rendered.

Mr. LITTAUER. Do they deal with pension matters?

Mr. HITCHCOCK. No, sir. Sometimes, for instance, we get a case if the Bureau comes up and takes exception to the opinion of the board of appeals. Then the first thing we do is to ask the board of appeals to review. If they are still of the same opinion we call upon the Assistant Attorney-General and ask him to decide between the two, because the pensioner keeps hammering at us until he gets something out of somebody. We have several cases in point just now.

#### SPECIAL LAND INSPECTORS.

Mr. LITTAUER. I notice that you have one special land inspector connected with the Assistant Attorney-General's bureau and five special inspectors for the Department of the Interior. These are men doing what character of work?

Mr. HITCHCOCK. Mr. Neuhausen is investigating some very important cases out in Oregon. He is the first one on the list. Mr. Greene is employed in some extremely important cases. You have seen something in the newspapers in regard to the numerous indictments found in Kansas. Mr. O'Fallon has three places where he ought to be today, but at present he is only in one, and that is in Idaho. Mr. Chubbick is specially detailed to look after the farming interests at the different reservations and is doing splendid work. He came from an agricultural college and is an expert farmer, and his special work is to go and see that the appropriations for the expenditures and purchase of cattle and things of that kind are properly made; that the cattle are properly sized up and not watered before weighed, and all that sort of thing. Just now we have one vacancy by resignation during the past week. That accounts for the five. There is a special land inspectorship that is now vacant. Mr. Beverly resigned. It is

not everybody who can be an inspector. It requires special qualifications. We have tried a great many since I have been here, and a great many have failed. It requires something more than a special agent, as it were. He has got to know a little about law, a great deal about dealing with people and how to handle them and how to get the data and information we want. This special inspector must be that kind of a man.

#### LAND FRAUDS.

While we are on the subject, I have asked for a special appropriation of \$10,000 for a contingent fund. My purpose is simply to do this: If any one of these men is sent around into a division and he is known to be there for special duty he can not get the information that is wanted.

Mr. LITTAUER. Have you not drawn upon the secret service?

Mr. HITCHCOCK. Yes, sir; not upon the secret service; we have drawn upon the contingent fund—the fund for the protection of the public lands. We have had to discharge some of these special agents in order to use the money where it was most necessary.

Mr. LITTAUER. Your comments apply strictly to the submission of \$10,000, on page 209 of the bill?

Mr. HITCHCOCK. Yes, sir.

Mr. BURLESON. You need all this money for that purpose?

Mr. HITCHCOCK. Yes, sir; absolutely. The mistake I made was that I did not double the estimate. We have one case where parties have stolen 265,000 acres of land in California. We are working up that case. We have not enough money to-day, but we are doing the best we can do.

Mr. BURLESON. Could you use an appropriation of \$20,000, instead of \$10,000, in the apprehension of persons connected with land frauds?

Mr. HITCHCOCK. Yes, sir. You take the Indian Territory and you take another State and we ought to have three times that amount of money for just this detective work, which is absolutely necessary.

Mr. LITTAUER. In regard to the contingent expenses, wherein the law is becoming more stringent year after year, first as to apportionment and then as to expenditures, have you amply provided for what you believe to be the needs of your Department?

Mr. HITCHCOCK. With that exception. This sum of \$10,000 for this special purpose is absolutely insignificant as compared with the hundreds of thousands of acres we have saved and will save by this service to the United States Government.

Mr. TAWNEY. For which purpose you are employing the Secret Service of the Treasury?

Mr. HITCHCOCK. We got him from the Treasury, but he is not paid by the Treasury. He is one of our best men.

Mr. TAWNEY. Is he paid out of the fund for the protection of public lands?

Mr. HITCHCOCK. Yes, sir.

Mr. TAWNEY. When you got this man did he have any special fitness for this particular work?

Mr. HITCHCOCK. He was recommended as having the qualifications and he has demonstrated it beyond any question.

Mr. TAWNEY. Do you think it would have been possible to have gone to an outside agency and procured the services of a man equally as good?

Mr. HITCHCOCK. No, sir. I speak from experience. He knows his business up to the handle. He is a remarkable man, an exceptional man. He has been offered a great deal more money than we have been paying him, and he refused the offers because of his loyalty to the Department and because of the interest he has taken in this work. He has developed these frauds.

Mr. EVANS. Just as soon as he gets through with this work he intends to quit the Government service for good.

Mr. LITTAUER. What do you pay him?

Mr. HITCHCOCK. Ten dollars a day.

Mr. LITTAUER. That is the uniform pay?

Mr. HITCHCOCK. That is exceptional. None of them get over \$5 a day. This is an exceptional case. He gets \$3 per diem in lieu of subsistence for his traveling expenses.

Mr. TAWNEY. He receives \$10 a day and \$3 for subsistence and traveling expenses. That is what the Assistant Commissioner told us.

Mr. HITCHCOCK. Three dollars a day is in lieu of his subsistence and his railroad fare.

Mr. BURLESON. I want to revert to the \$10,000 item. I understand you to say that if the amount could be doubled that you would be able to apprehend more persons who have been guilty of land frauds and save more public lands than if we should allow only the \$10,000?

Mr. HITCHCOCK. Yes, sir.

Mr. LITTAUER. Do you now recommend that that estimate be increased more than \$10,000?

Mr. HITCHCOCK. I respectfully ask for at least \$20,000. I know the money can not be spent for a better purpose.

Mr. LIVINGSTON. For more detectives?

Mr. HITCHCOCK. Yes, sir. He has to work through his own men. He has two or three men working in different places and reporting to him, but he knows the men he has employed. He is responsible to the Secretary if they do not do the work.

Mr. LITTAUER. You have one man detailed from the Treasury to do that work?

Mr. HITCHCOCK. Yes, sir.

#### STATIONERY, ETC.

Mr. LITTAUER. In connection with your contingent expenses, for stationery you ask for an increase of \$8,000?

Mr. RYAN. I think that grows out of the rulings made by the Comptroller, to some extent, at least. There is a class of stationery that was formerly paid for out of specific appropriations. Take the Geological Survey, for instance, and they may have an investigation and have a lump sum appropriation of \$50,000. The stationery used for that purpose was purchased out of that fund. The ruling was that we must not continue the payment of that sort of expenses from that fund, and must take it out of the fund that is appropriated for the Department.

Mr. LITTAUER. You think that you will require the \$68,000?

Mr. RYAN. Yes, sir.

Mr. HITCHCOCK. I do not know whether you gentlemen know it or not, but we have had cases in 19 States, more than 40 convictions, and over 600 indictments. You will be surprised at the large number of indictments. For instance, in the State of Louisiana there are 135; next comes Oregon with 118, and California with 73, and so on.

Mr. BURLESON. In Louisiana why did the prosecutions take place?

Mr. HITCHCOCK. Frauds in connection with the swamp lands and frauds of every description connected with the public lands.

Mr. BURLESON. What character of persons commit those crimes?

Mr. HITCHCOCK. It is pretty hard to say.

Mr. BURLESON. Are they lawyers, whites or blacks?

Mr. HITCHCOCK. The lawyers are mixed up in them.

Mr. TAWNEY. Have the indictments been disposed of and tried?

Mr. HITCHCOCK. No, sir. We can not get on the record in the different courts, just exactly as we have been trying to do with the Benson and Hyde cases, which we have just gotten through the Supreme Court. They are to come up next month.

#### RENT OF BUILDINGS.

Mr. LITTAUER. We now come to the item, "Rent of buildings for the Department of the Interior," for which you ask an appropriation of \$59,400.

#### MODELS, PATENT OFFICE.

Is there any great benefit that ensues from the Patent Office exhibit, for which \$19,500 rent is paid each year?

Mr. HITCHCOCK. A great many people visit it. I can not say how many. In years gone by it was very much more extensive than it is. It has been reduced and curtailed.

Mr. LITTAUER. Are there any new additions?

Mr. HITCHCOCK. They are constantly being made.

Mr. LITTAUER. Do you know the average daily attendance?

Mr. HITCHCOCK. No; but we could get that information.

Mr. EVANS. The law requires that a certain class of models shall be received in the Patent Office for use in connection with the examination of the applications for patents.

Mr. LITTAUER. Does it inure to the benefit of the Patent Office or the people interested, or is it merely a curiosity shop?

Mr. EVANS. It is not for a curiosity shop; they can not be destroyed.

Mr. HITCHCOCK. It is both.

Mr. RYAN. But could they be destroyed without prejudice to the service?

Mr. EVANS. No, sir; except by legislation. There was a time when we had a great fire down there and a very large percentage of them went up in smoke.

## ATTENDANTS.

Mr. LITTAUER. How many attendants are there in connection with that?

Mr. EVANS. About twelve people are over in that building, what they call model case cleaners and watchmen to look after the models, dust them and keep them so that they can be seen.

Mr. TAWNEY. What compensation do they receive?

Mr. EVANS. Seven hundred and twenty dollars.

Mr. LITTAUER. Give us a statement in connection with this item here of the average daily attendance, say, for the month of January, 1906, and the expenditures incurred in connection with this exhibit, and give us an opinion as to its benefit from a professional standpoint and of what use it is to the Patent Office.

Mr. HITCHCOCK. Very well. (See pp. 427, 472.) It is referred to by the examiners in the Patent Office in examining cases. The examiners in the interference cases go there every day and take the models out.

Mr. RYAN. It is used in connection with the business of the office.

Mr. EVANS. Rejected models are immediately destroyed.

Mr. BRICK. It is necessary in running the Patent Office?

Mr. EVANS. Yes, sir.

Mr. HITCHCOCK. The interferences alone cause more litigation than anything else.

Mr. BRICK. Then there is another question: How much does it increase year by year?

Mr. HITCHCOCK. I do not know.

Mr. EVANS. It is not increasing at all. We had three years ago one floor in the Union Building and the balance of the models were in the main hall of the Patent Office building. We needed more room for the clerical force—the Patent Office clerical force—and we had to take them out of there. Congress provided an increased clerical force for the Patent Office and provided for an additional floor in this Union Building for the storage of the models. So we took the models out of this main hall out of the Patent Office building and we rented an additional floor in the Union Building on G street. We divided that space entirely into clerk rooms for the office, so there are no models at all in the main building.

Mr. TAWNEY. You destroy rejected models?

Mr. EVANS. Yes, sir; we do not keep them at all.

Mr. BRICK. Will the number increase year after year?

Mr. EVANS. I can not see where there will be any increase, because at the expiration of the limit of the patent the model then is of no use and it could be destroyed.

Mr. LITTAUER. Most of the patents that are taken out now do not require any models?

Mr. EVANS. Many of them require no models, simply drawings.

Mr. LITTAUER. What kind do require the models?

Mr. EVANS. Many mechanical patents.

Mr. HITCHCOCK. Agricultural machines.

Mr. LITTAUER. Sewing machines, for instance?

Mr. HITCHCOCK. There might be some new improvement and the machine would be brought there to demonstrate it.

**MR. RYAN.** I want to ask you to give as kindly consideration as you can to our submitted increase for chiefs of division, all the reasons for which are stated in the Book of Estimates.

ENGINEER.

**MR. TAWNEY.** You ask for an increase in the salary of the engineer of your Department?

**MR. RYAN.** Yes, sir; and we can not keep him unless we get it. He has been offered more money somewhere else.

**MR. TAWNEY.** Do you have an electrician in your building?

**MR. RYAN.** No, sir.

**MR. TAWNEY.** Does this man do the work?

**MR. RYAN.** Yes, sir. He is a steam engineer, a mechanical engineer, and an electrical engineer. He has had large experience. He has constructed trolley railroads.

**MR. LITTAUER.** What is his compensation?

**MR. RYAN.** Only \$1,400.

**MR. LITTAUER.** And you ask how much?

**MR. RYAN.** One thousand eight hundred dollars.

**MR. TAWNEY.** And he is doing the work of an electrician?

**MR. RYAN.** Yes, sir.

**MR. LITTAUER.** What would the Interior Department have done if it had not had the old post-office building?

**MR. EVANS.** We had about forty rented buildings.

DEPARTMENT OF THE INTERIOR,  
UNITED STATES PATENT OFFICE,  
*Washington, D. C., February 16, 1906.*

The SECRETARY OF THE INTERIOR.

SIR: In compliance with your request, made through Mr. George W. Evans, disbursing clerk of the Department of the Interior, for information relative to the Patent Office model exhibit in the Union Building, I have the honor to submit the following report:

MODEL EXHIBIT.

"Average daily visitors to Union building,"	40
"Cost of maintaining exhibit, including rent and employees:"	
Rent for three floors-----	\$19,500
Salaries of five employees -----	3,940
	-----
	\$23,440

"The necessity of keeping all or any portion of the models;" Section 484 of the patent laws requires the Commissioner to preserve all models which have been or shall be deposited in the Patent Office, and to keep them in suitable cases for public inspection.

"Are they officially used by the Patent Office in current business?" They are frequently used by the examiners and attorneys.

"Can't a large part thereof be destroyed?" Those belonging to patented cases can not. Those belonging to rejected applications may. Section 485 of the Statutes provides for this. It is estimated that not more than 500 of such models are on file. Models were dispensed with in 1880. Comparatively few have been received by the Office since that time.

"What proportion of patent applications require working models?" About 400 models are sent to the Office each year, but only about 70 are applied to the applications. The total number of mechanical applications received last year

was over 54,000. The percentage of the models required or applied is, therefore, only about one-tenth of 1 per cent.

"Can't the rent of one or more of the floors in the Union Building for model exhibits be dispensed with?" Not until a new building is provided for the Patent Office or the Department of the Interior.

It may be stated that there are approximately 157,000 models in the Union Building. The last public sale of the models was held about six years ago.

Very respectfully,

F. I. ALLEN, *Commissioner.*

MEMORANDUM.

The long paragraph in the legislative, executive, and judicial act, relating to the Secretary's office (p. 43), is arranged in a very confused and illogical manner. For instance, the following language is used:

"Additional to one member of board of pension appeals acting as chief of the board, five hundred dollars; nine members of the board of pension appeals, at two thousand dollars each; twenty additional members of the board of pension appeals, to be selected from persons not now or heretofore employed in the Pension Office and without compliance with the 'Act to regulate and improve the civil service,' for the fiscal year nineteen hundred and six, at two thousand dollars each; three additional members of said board, to be selected from the force of the Pension Office, at two thousand dollars each."

The word "additional," above repeated, has caused it to be supposed each year that 20 new men would be appointed from the outside and 3 more would be brought over from the Pension Office as soon as the act should go into effect; and many applications have been sent in on that supposition. That is due to the awkward repetition in the law year after year of words which were of mere temporary significance. The whole provision could be briefly and logically expressed thus:

"Chief of board of pension appeals, two thousand five hundred dollars; thirty-one members of said board, at two thousand dollars each, vacancies in said positions to be filled by the Secretary of the Interior without reference to the 'Act to regulate and improve the civil service.'"

But there are two vacancies in the board which are not filled, and the work has been so brought up that quite a reduction can soon be made. At the same time, other divisions of the Secretary's office need in some cases better salaries, in others more clerks. Therefore it would seem politic to drop six members from the board of pension appeals and add that number of clerks of class 5 (at \$2,000 each) to the Secretary's office. This would cause no increase of appropriation.

The numerous transfers from the Pension and other offices, estimated for on page 60, are set forth in obedience to the last appropriation act (p. 46). Such, however, is not the best way to increase the force. When a permanent addition is proposed to an important office the selection should be carefully made, with a view to the best interests of the work and the personnel. But the people now detailed have been chosen by way of makeshift and temporary expedient, without reference to their grades or salaries and without thought of adding them permanently to the Secretary's office.

Instead of taking from the Pension Office twenty clerks of miscellaneous grades, and six messengers, a far better and more businesslike procedure would be to make a systematic and logical arrangement of the Secretary's clerks, providing proper increase in numbers and salaries, and then to drop from the Pension Office roll enough copyist places to balance the increase in appropriation. This would be a reduction which the Pension Office would prefer rather than to lose its higher grade clerks. It habitually keeps a large number of copyists' places unfilled, there being now 37 such vacancies.

The subjoined table shows such a desirable arrangement for the Secretary's office, making a permanent increase of six persons and \$22,750. This amount will be more than saved by dropping 26 copyists, at \$900 each, from the Pension Office, amounting to \$23,400.

[Memorandum referring to estimates for the Department of the Interior, beginning at page 58, Book of Estimates of Appropriations for 1907; compare with items on pages 59, 60, and 61 the following list:]

	Increase.		Decrease.		
	Salary.	Clerks.	Amount.	Clerks.	Amount.
Chief of board of pension appeals.....	\$2,500				
Twenty-five members of the board of pension appeals, vacancies in said positions to be filled by the Secretary of the Interior without reference to the "Act to regulate and improve the civil service," at \$2,000 each.....	50,000			6	\$12,000
Special land inspector, to be subject to the direction of the Secretary of the Interior.....	2,500				
Five special inspectors, to be subject to direction of the Secretary of the Interior, at \$2,500 each.....	12,500				
Clerk in charge of documents.....	2,500		\$400		
Custodian, who shall give bond in such sum as the Secretary of the Interior may determine.....	2,500		400		
Seven chiefs of division, at \$2,500 each.....	17,500		1,750		
Private secretary to the Secretary of the Interior.....	2,500				
Ten clerks of class 5.....	20,000	6	12,000		
Twenty clerks of class 4.....	36,000	6	10,800		
Thirty clerks of class 3.....	48,000	16	25,000		
Twenty clerks of class 2.....	42,000	2	2,800		
Twenty clerks of class 1.....	24,000			10	12,000
Returns office clerk.....	1,200				
Female clerk to sign land patents.....	1,200				
Clerk to sign tribal deeds, Indian Territory.....	1,200				
Ten clerks, at \$1,000 each.....	10,000	5	5,000	13	11,700
No copyist or clerks, at \$930.....			900		
Telephone operator.....					
Net increase.....			35	58,450	29
			29	35,700	
			6	22,750	

THURSDAY, February 15, 1906.

### GENERAL LAND OFFICE.

#### STATEMENT OF MR. JOHN H. FIMBLE, ASSISTANT COMMISSIONER.

##### CHIEF LAW CLERK.

Mr. LITTAUER. In what shape is your law work? Why do you need a chief law clerk?

Mr. FIMBLE. The reason we ask for a chief law clerk is substantially this: We have now in the Office two law clerks and two law examiners. They review the letters and the decisions as they come from the various divisions of the Office.

Mr. LITTAUER. Two law examiners?

Mr. FIMBLE. Yes, sir; two law examiners and two law clerks.

Mr. LITTAUER. Where did you get the provision for the two law examiners? Are they among the ten principal examiners?

Mr. FIMBLE. No, sir; they are appropriated for separately. Two law clerks, at \$2,200 each, and two law examiners, at \$2,000 each, which offices were created by the act of July 2, 1886.

Mr. TAWNEY. Why is it necessary to carry language in this appropriation defining the duties of the Assistant Commissioner? Is not that the law to-day?

Mr. FIMBLE. I am informed that some years ago it was omitted from the estimates and the chairman of the Appropriations Committee required it to be inserted. I can only perform such duties as

are defined by the language here. The language was used in the original act.

Mr. TAWNEY. There is no general statute defining the duties of the office?

Mr. LITTAUER. It is only an office appropriated for year after year?

Mr. FIMBLE. That is my judgment.

Mr. LITTAUER. We will revert to this matter of the law clerk.

Mr. FIMBLE. The two law examiners and two law clerks pass upon and review and examine all the decisions prepared in the Office involving any question of law. They do that from day to day. Now, in actual practice and experience we found it absolutely impossible for those men to take up matters of special importance, and which arise every day nearly in the administration of the Office. For instance, during the sessions of Congress we will have probably forty to fifty bills sent to our Office for report. In reporting upon these bills we have to consider the effect they have upon existing law, and should be examined by a good lawyer and one who is thoroughly skilled as well as one thoroughly familiar with the land laws. Then when these bills are passed, as they are each session, affecting our Bureau we have to construe those laws, and we have to distribute circulars for the administration of those laws. We have to construe them before they are construed by the courts, and it requires a character of work that can only be done by a good skillful lawyer.

Mr. LITTAUER. Are you going to be able to get a good skillful lawyer for \$2,500?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. Have you a law clerk in your Office now that you want to promote?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. How much experience has he had?

Mr. FIMBLE. He was a law clerk in the Bureau under the Cleveland Administration and he is there now. He has been a law clerk for thirteen years.

Mr. LITTAUER. You intend to increase his compensation?

Mr. FIMBLE. If this estimate is allowed we intend to make that man the chief law clerk and bring in another man.

Mr. LITTAUER. You have work enough for the five men?

Mr. FIMBLE. We have. I would like to thoroughly explain what we have to do. For instance, we have anywhere from 400 to 600 letters and decisions going out every day. So far as the work of the Office is concerned, I have been trying to take care of the legal part, and as far as the Commissioner is concerned, he has been attending more particularly to the administrative features of it. Well, now, in answering so many letters every day, I had to devise a scheme for having my attention called to every case in which the law clerks are in doubt and in every case in which there is a controversy arising between the law clerks themselves or between them and the writer of the opinion. Those cases come to me with their notes attached, setting forth their objections and authorities. I sift them out each day and go over them. With the attention I have to give to the public every day and the other matters of the Office, no one man can do it without taking his work home at night. I have tried during the last three years, and I had some experience in the Land Office before I came here. I served four years as a law clerk, and I believe that in

fairness to the officers, in fairness to the Commissioner and the Assistant Commissioner, and in justice to the business of the Office, we ought to have this chief law clerk. We ought to have some man in whose ability we have confidence to handle these matters, who can go in and dig out these special matters.

**Mr. LITTAUER.** You have this man there now and he could perform the work just as well whether he is an examiner, a law clerk, or a chief law clerk?

**Mr. FIMBLE.** When we take him off his duties as law clerk then there is a vacancy upon the regular routine work of the Office. I would like to impress upon the committee the absolute necessity of having this allowance made.

**Mr. LIVINGSTON.** Would it not do just as well to promote him and leave him where he is?

**Mr. FIMBLE.** No; because we need to have another man to work upon the regular work of the Office to relieve him and enable him to take up these special matters.

**Mr. TAWNEY.** You need him for the purpose of supervising the work of all the other clerks?

**Mr. FIMBLE.** Yes, sir. We have controversies arising between the law clerks themselves. In other words, there is a great deal of our work that is different from the work of other bureaus, for the reason that a great deal of our work is of an adversary character, adversary trials out in the offices, testimony submitted, motions, and demurrers, and all those kind of things. We have to have the whole record construed and written up. The cases are tried in the local offices with counsel on both sides.

**Mr. TAWNEY.** At the present time, does the law clerk in the event of doubt submit the record in the case to the other law clerks? Is that the way the controversy arises?

**Mr. FIMBLE.** Two of them act upon the work of a certain division, and the other two act upon that work, and if the two law clerks, or if any one of them objects, he submits a typewritten note to me and I pass upon the question.

**Mr. TAWNEY.** This chief law clerk is the one, if he was appointed, to whom these controversies between the law clerks would then be submitted for final decision to relieve you of that work?

**Mr. FIMBLE.** If there was a controversy between the law clerks, and it was an important matter, if the two got swamped in the matter, I would turn that over to him to investigate; but the principal reason I have for asking for this chief law clerk is the fact that there are so many matters involving important questions of law which can not be determined without careful investigation, research, and examination of authorities.

**Mr. TAWNEY.** How long have you had in your department as many law clerks as you have now?

**Mr. FIMBLE.** Ever since I have known the Land Office—since 1884.

**Mr. TAWNEY.** Is your business greater now than it was in 1884?

**Mr. FIMBLE.** It is greater than in 1884, and all matters of that kind now are litigated outside much more vigorously than they were in those days.

**Mr. LIVINGSTON.** Why is that?

**Mr. FIMBLE.** The available public lands are becoming scarcer, and the people are more disposed to contest over what is left.

Mr. LIVINGSTON. Do differences arise among these lawyers upon the use of the English language that we put into the bills?

Mr. FIMBLE. Some questions of importance arise on the trial of any lawsuit.

Mr. TAWNEY. Questions of fact?

Mr. FIMBLE. Yes, sir; and the applying of the facts to the law. I would like to call attention to the fact that every public land act has to be construed by our office and bureau first before it goes to the Secretary's office or to the courts, and it is important in the administration of any law that it should be commenced right and carried out right, and that we try to do. That is the business I have had to do in the General Land Office, but I am so flooded with work that I have not the time to give it that careful and personal and conscientious consideration which I would like to give it.

Mr. LITTAUER. That is a part of the work you perform?

Mr. FIMBLE. Yes, sir; so far as I can give it the time. I am interrupted every three minutes of the day by people coming in to whom I have to give proper attention.

Mr. TAWNEY. You stated a few moments ago that you took this work home and did it in the evening. Are you obliged to do that in order to keep up with your work?

Mr. FIMBLE. I have done that two-thirds or three-fourths of the time ever since I have been Assistant Commissioner of the General Land Office.

#### CHIEF SPECIAL SERVICE DIVISION.

Mr. LITTAUER. You ask for additional compensation to the chief of the special service division. What is that?

Mr. FIMBLE. That is a division having charge of the special agents in the field—special inspectors.

Mr. LITTAUER. How many agents have you in the field?

Mr. FIMBLE. Seventy-five. The reason that we ask for that increase is this: I really think that the chief of the special service division ought to have \$2,250. The character of the work which he has to perform is such that I think that he is entitled fairly to the additional compensation. He has under him 75 special agents who are out in the field. These men draw from \$1,200 to \$2,000, and owing to the great activity in land matters and investigations in the last three years it has materially increased the work of his division. I think that there is not a harder worked man in the Land Office, and I think in justice and fairness he ought to have the increase.

#### LAW EXAMINERS.

Mr. TAWNEY. Do your law examiners do any part of the work imposed upon the law clerks? What is the difference between a law examiner and a law clerk?

Mr. FIMBLE. Only in degree. As a rule heretofore we have had one examiner work with one law clerk in passing upon papers. At times the volume of business is such that two of them can not possibly examine the cases. They can not get through with the work, and in that case it is divided up. If there is any doubt in the mind of the law examiner he will turn it over to the law clerk associated with him or he will turn it over to the other law examiner.

Mr. TAWNEY. Are those law examiners lawyers?

Mr. FIMBLE. Yes, sir.

Mr. TAWNEY. And they have been regularly admitted to practice?

Mr. FIMBLE. Yes, sir.

Mr. TAWNEY. Are the 10 principal examiners of land claims and contests lawyers?

Mr. FIMBLE. They are.

Mr. LITTAUER. What is the distinction in their work?

#### PRINCIPAL EXAMINERS.

Mr. FIMBLE. The principal examiners write the decisions and the other four officers are the reviewing officers. They simply review the work of the others.

Mr. TAWNEY. Then you have two examiners of mineral claims and contests?

Mr. FIMBLE. Those are the examiners for the Territories that you are speaking of.

Mr. TAWNEY. They are not law examiners?

Mr. FIMBLE. No, sir.

Mr. LITTAUER. You have 10 examiners whose work is reviewed by the four examiners.

Mr. TAWNEY. Then how does it get to the Secretary's office?

Mr. FIMBLE. They have the right of appeal from my office to the Secretary's office.

Mr. TAWNEY. Are those cases taken to the Secretary's office and passed upon there?

Mr. FIMBLE. No, sir; not at all. It is only the cases where the party feels aggrieved that he avails himself of the right of appeal.

#### TRANSFER OF CLERKS.

Mr. LITTAUER. On the regular clerical force you have transferred to the Secretary's office a few clerks and deducted them from your force?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. You have added to your force the one laborer detailed to your office?

Mr. FIMBLE. Yes, sir.

#### DETAILS.

Mr. LITTAUER. You are taking up the detail made to your office and reducing the number of clerks according to the details from your office?

Mr. FIMBLE. Yes, sir.

#### CONDITION OF WORK.

Mr. LITTAUER. What condition is your work in?

Mr. FIMBLE. The work of our office is nearer up to current than it has been any time within the last three years.

Mr. LITTAUER. Is it current?

Mr. FIMBLE. It is not current.

Mr. LITTAUER. Is it current as far as these clerks could bring it outside of the law clerks?

Mr. FIMBLE. Yes, sir; as far as these clerks are concerned. We have been working to our utmost capacity. We have gained ground within the last three years each year.

Mr. LITTAUER. Have you not gained ground to such an extent that you could dispense with some of these clerks?

Mr. FIMBLE. No, sir.

Mr. LITTAUER. How does it come, then, that you transferred one and then another to the Secretary's office?

Mr. FIMBLE. He is a clerk in our office who has been in the Secretary's office for a number of years. I do not know how long. He is writing decisions in the Secretary's office in the Assistant Attorney-General's office, but he has been carried on our rolls.

Mr. LITTAUER. You have gotten along without his services and now you reduce the number and expect him to be taken care of in the Secretary's office?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. You reduce the number of your copyists from 64 to 60?

Mr. FIMBLE. It is thought that we can get along with four less copyists.

Mr. LITTAUER. How did you come to recommend that reduction?

Mr. FIMBLE. By reason of the fact that we felt that we could get along with less clerks of that grade. That is the lowest grade they come in at—\$900.

Mr. LITTAUER. I want to ask you if it is not possible to reduce the number of clerks?

Mr. FIMBLE. No; I think not. There are very few of the divisions of the Office up to current work. We never have had, in my experience, clerks enough to do the work of the Office and keep it up to current work.

#### OVERTIME.

Mr. LITTAUER. How often do the clerks work overtime?

Mr. FIMBLE. A number of our clerks do work overtime, but, of course, only a comparatively few clerks. There are individual clerks who will stay after office hours and who do stay on their own account.

Mr. LITTAUER. The work is never in such a condition that you have to ask your force to work overtime?

Mr. FIMBLE. No, sir. I do not think we ought to. My judgment is that every department of this Government ought to have the necessary clerks to do the work of the bureaus fairly and promptly.

Mr. LITTAUER. The fact is that some years ago Congress was impressed with the diminution of work in the Land Office and reduced the total amount of appropriation for clerical service, but it has gradually worked back until now you have exceeded the former appropriation.

Mr. FIMBLE. That was owing to the condition of the business. When I left the General Land Office in 1893 I thought it was going out of business, but when I came back three years ago I found a much larger volume of business.

Mr. LITTAUER. Caused by what?

Mr. FIMBLE. A disposition to get hold of available public lands. When there were large areas of public lands and general depression of business in the country the people were not anxious to get hold of the public lands.

CONTESTED CASES.

Mr. TAWNEY. Do you know how the number of contested land cases to-day would compare with the number of contested land cases ten years ago?

Mr. FIMBLE. The number pending?

Mr. TAWNEY. The number of contested land cases pending to-day as compared to the number pending ten years ago?

Mr. FIMBLE. There are not so many pending as ten years ago.

Mr. TAWNEY. Is the number initiated as great?

Mr. FIMBLE. I think there is a greater proportion to the number of entries involved.

Mr. TAWNEY. That is possibly true, but in the aggregate it seems to me that the number of contests would not begin to equal in the aggregate the number necessarily arising ten years ago.

Mr. FIMBLE. There may be, for the reason that now a man is more likely to contest because the land is more valuable and desirable.

Mr. TAWNEY. That also prompts the entryman to exercise more care in making his entry because if there is any flaw at all he has a contest on his hands.

Mr. FIMBLE. I do know this: In 1889, when I came in as principal examiner in the General Land Office, the first contest I decided had been in the office for years, and now we are up to within probably six months.

Mr. TAWNEY. I know from my own experience that there has been a great deal of hardship on account of the delay in a large number of contests.

Mr. FIMBLE. If it is a bad case and we can not get it done, a member of Congress will come in and ask that a case be made "special." "Why has not this man got his patent?" and asks that the case be made "special," and that can not be done without injustice to the fellows behind, without there is some special reason.

Mr. TAWNEY. Why is it that when the final proof is made in cases where there is no contest there is so much delay in securing patents?

Mr. FIMBLE. There is nothing except that now it is the policy, Mr. Chairman, to have all entries possible examined by a special agent. That is the purpose of the Office to try to have present at the taking of proof the special agent for the purpose of cross-examining the witnesses.

Mr. TAWNEY. Would your receivers and registers be competent to conduct the cross-examination? And does not this special examination by examiners necessarily delay the issuing of the patent?

Mr. FIMBLE. It delays it for a while at the beginning, but I think, as a rule, it is preferable to allowing it to pass without an examination and then after the final certificate has been issued have some big thing arise to cause a delay.

Mr. TAWNEY. How long have you been using these special examiners where there is no contest?

Mr. FIMBLE. For about two years. We use them especially on desert-land entries and timber and stone entries.

Mr. TAWNEY. How many examiners have you now as compared to the number you had three years ago?

Mr. FIMBLE. We have now probably ten or fifteen more.

Mr. TAWNEY. Do you not think there is a tendency among the special examiners to protract their work in order to continue the employment?

Mr. FIMBLE. I do not think they can possibly cover the field as it is. For instance, under the law a man may make his proof before a United States commissioner or the clerk of the courts. That is what they do—a great many of them—and it is in those cases that we are especially anxious to have a special agent to take the proof.

Mr. TAWNEY. Does he conduct the examination?

Mr. FIMBLE. He directs the cross-examination.

Mr. TAWNEY. And makes the final proof?

Mr. FIMBLE. Yes, sir; whenever he is present. I think that is a good plan.

Mr. TAWNEY. Have you, as a result of this system, been able to detect fraudulent entries?

Mr. FIMBLE. We have to a large extent, and especially on desert-land entries and timber and stone entries.

Mr. TAWNEY. Where did you get the special examiners from?

Mr. FIMBLE. They are special agents.

Mr. TAWNEY. Are they appointed under the civil service?

Mr. FIMBLE. They are now all under the civil service by an Executive order issued the 3d of March last year.

Mr. TAWNEY. Are there any special agents transferred from other Departments and assigned to the work of special agents?

Mr. FIMBLE. Not there. We can transfer them. We can bring a man in from the field and appoint a man under the civil service in the Bureau. That is the policy, whenever there is a vacancy, to appoint a man who has been in the special agents' division of the office.

Mr. TAWNEY. Do you utilize the secret-service agents of the Treasury Department?

Mr. FIMBLE. We have not utilized them to any great extent; not at all so far as our office is concerned. Under the direction of the Secretary one man has been detailed to our office as a special agent.

Mr. TAWNEY. From your office?

Mr. FIMBLE. From the Secret Service.

Mr. TAWNEY. One man from the Secret Service has been detailed to your office?

Mr. FIMBLE. Yes, sir.

Mr. TAWNEY. Under the direction of the Secretary?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. What does he do?

Mr. FIMBLE. He has been engaged in looking up the matters pertaining to the investigations largely in Oregon and California.

Mr. TAWNEY. Has there been only one man from the Secret Service?

Mr. FIMBLE. I think that is the only man from the Secret Service. He has had some men acting under him, but that whole matter has been directed by the Secretary.

Mr. TAWNEY. Do you know how they are compensated?

Mr. FIMBLE. Yes, sir; they are paid from the appropriation to protect the public land—the same appropriation from which our special agents are paid.

Mr. LITTAUER. What compensation do they receive?

Mr. FIMBLE. Anywhere from \$1,200 to \$1,800 a year and \$3 a day in lieu of subsistence.

Mr. TAWNEY. When men are detailed from the Secret Service Bureau of the Treasury to your Department what compensation do they get?

Mr. FIMBLE. My judgment is that they get \$10 a day and \$3 a day in lieu of subsistence, and traveling expenses.

Mr. TAWNEY. Ten dollars a day, \$3 a day for subsistence, and traveling expenses?

Mr. FIMBLE. Yes, sir; that is, the agent I spoke of receives that compensation.

Mr. TAWNEY. I am simply inquiring for the purpose of getting at the way in which these men are employed and the way in which they are paid. You say they are paid out of one appropriation?

Mr. FIMBLE. The appropriation for the protection of the public lands.

Mr. TAWNEY. Is that a permanent appropriation or an annual appropriation?

Mr. FIMBLE. It is an annual appropriation in the sundry civil bill. It is the same fund from which our special agents are paid.

Mr. TAWNEY. They are not paid out of the contingent appropriation or the miscellaneous appropriation?

Mr. FIMBLE. No, sir.

Mr. LIVINGSTON. Are these secret-service men on the regular rolls of the Treasury Department?

Mr. FIMBLE. I can not say.

Mr. LIVINGSTON. Do you know what compensation they get over there?

Mr. FIMBLE. I do not know. Those accounts are passed upon and adjusted in the Secretary's office.

Mr. TAWNEY. How many special agents or clerks are employed and paid for out of this particular appropriation?

Mr. FIMBLE. We have seventy-five special agents.

Mr. TAWNEY. All paid out of this appropriation for the protection of the public lands?

Mr. FIMBLE. Yes, sir.

#### LABORERS.

Mr. LITTAUER. I notice here that you have made a mistake in submitting your estimates on page 190 of the bill. You submit a reduction of two laborers transferred to the Secretary's office, but we have your letter stating, in fact, that there is but one transfer. That should be sixteen instead of fifteen?

Mr. FIMBLE. That is correct.

Mr. LITTAUER. You need the additional one laborer, at \$480?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. What do they do?

Mr. FIMBLE. Laborers do any manual labor about the office, moving the records, etc.

Mr. LITTAUER. What is the total number of your force? There must be some particular work that you need sixteen or seventeen laborers for?

Mr. FIMBLE. We have so many rooms that they have to take care of.

Mr. LITTAUER. What is the total force? How many rooms have you? Are these men janitors?

Mr. FIMBLE. They do janitor work in a way. They clean up the rooms and the corridors and the steps, and when there is any moving they do that.

Mr. TAWNEY. How many rooms have you?

Mr. FIMBLE. Probably seventy-five rooms.

Mr. LITTAUER. Is not that force excessive?

Mr. FIMBLE. I think not.

#### BOOKS FOR LIBRARY.

Mr. LITTAUER. You ask \$200 for books for your library?

Mr. FIMBLE. That is simply a small appropriation.

Mr. LITTAUER. Do you generally get what you want?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. Do you have to borrow any from the Secretary's office?

Mr. FIMBLE. Occasionally we have to borrow, in order to get along.

#### MAPS.

Mr. LITTAUER. The estimate for the maps is the same as last year?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. You are asking that "1,000 copies shall be delivered to and for the use of the Commissioner of the General Land Office." What is the condition of this map work? How do you get these maps? Who prints them?

Mr. FIMBLE. There was appropriated for 1905 \$19,160. That contract was let to E. P. & L. Restein, of Philadelphia, Pa., 25,000 copies, more or less, and the contract price of the map was 50 cents.

Mr. BRICK. As to the State and Territorial maps, are those sent to Congressmen?

Mr. FIMBLE. We give a few copies to anyone who sees fit to apply for them.

Mr. LITTAUER. What maps do you prepare besides the general maps?

Mr. FIMBLE. Besides the United States map?

Mr. LITTAUER. Yes, sir.

Mr. FIMBLE. Only the maps of public-land States—State maps.

Mr. LITTAUER. What are you required under the law to prepare?

Mr. FIMBLE. Whenever the supply is exhausted of public-land States we prepare and issue new maps where there is a sufficient demand for them.

Mr. LITTAUER. Are any of them sold?

Mr. FIMBLE. No; I think not. They are usually sent to members of Congress or anyone else interested in public lands.

Mr. LITTAUER. Has the Commissioner of the General Land Office any quota of maps of the United States to distribute?

Mr. FIMBLE. No, sir; not a single copy.

Mr. LITTAUER. For what purpose are they needed?

Mr. FIMBLE. When a claimant or anybody else is interested in public lands or the business of our office and apply for United States maps we have none to give them.

Mr. LITTAUER. And you have to refer them to the members of Congress?

Mr. FIMBLE. Yes, sir; or to the Secretary of the Interior. We feel that inasmuch as we published this map and have charge of it, we ought to have, I think, at least some, so that the Commissioner would have the right to exercise his discretion.

Mr. TAWNEY. You prepare the maps?

Mr. FIMBLE. The data under which the map is printed is prepared under our supervision.

Mr. TAWNEY. And you do not get any of the maps?

Mr. FIMBLE. No, sir.

Mr. LITTAUER. You pay 50 cents apiece for them?

Mr. FIMBLE. That is merely for the printing and the muslin backing. In addition there are the rolls and the mounting of the maps, which makes the total about 73 cents.

Mr. LITTAUER. Then there must be a good big batch for the Secretary.

Mr. FIMBLE. I think the 1905 appropriation at that rate would make from 26,000 to 28,000 maps. Seven thousand go to the Senate and 14,000 to the House of Representatives and the balance to the Secretary of the Interior. He sells those maps, but he has the discretion, of course, to distribute them.

Mr. LITTAUER. You can get any number of maps that you need from the Secretary?

Mr. FIMBLE. Yes, sir; but we have to make an official call on the Secretary. I would not want to give away maps unnecessarily, but it seems to me that our Bureau, having the supervision of this map, ought to have at least some of them subject to our discretion in the matter.

#### CLERKS DETAILED AS INSPECTORS.

Mr. LITTAUER. Going back to page 191 of the bill, we notice that you have a per diem for inspectors and clerks detailed to investigate fraudulent land entries, etc., while traveling on duty. Where do you get your inspectors?

Mr. FIMBLE. We have the inspectors, and they inspect the surveyor general offices and the 108 local land offices.

Mr. LITTAUER. Where do you get them from—out of your office force? Are these men regularly provided for in your office?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. How many clerks do you detail in this manner? How frequently are clerks detailed?

Mr. FIMBLE. It is very seldom that they are detailed.

Mr. TAWNEY. What distinction is there between the work of the inspectors and the work of your special agents?

Mr. FIMBLE. These inspectors only examine the offices of the surveyors-general and the manner and conduct of their offices and the local land offices throughout the country. They have no field work whatever. Their duties are entirely separate and distinct. This force regularly visits the offices of the surveyors-general and examines their accounts.

Mr. LITTAUER. Do they devote their time the year around to that work?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. They are always away from Washington?

Mr. FIMBLE. Yes, sir.

Mr. TAWNEY. And these clerks are detailed to that work?

Mr. FIMBLE. Yes, sir; occasionally.

Mr. TAWNEY. Do you intrust an investigation of that importance to a clerk in your department?

Mr. FIMBLE. Sometimes.

Mr. TAWNEY. That is the work, however, that the special agents do?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. Would the clerks be detailed to assist the three inspectors of surveyors' general offices and land offices? That is very important work.

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. The per diem is added to the salary of certain clerks detailed to investigate certain fraudulent land entries. Are they to assist the three inspectors?

Mr. FIMBLE. Oh, no.

Mr. LITTAUER. Are they to assist the special agents?

Mr. FIMBLE. Just in cases of emergency when there is no special agent available in the vicinity and it becomes necessary to send a man who is specially qualified out of our office.

Mr. TAWNEY. You are speaking now of the inspectors who are employed to inspect the offices of the surveyors-general?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. Have you any other inspectors except those who inspect the land offices and the offices of the surveyors-general?

Mr. FIMBLE. That is all. These three inspectors simply inspect those offices the whole year round.

Mr. LITTAUER. Can you tell us how many clerks during the past year have been detailed to investigate and have had their per diem paid out of this fund?

Mr. FIMBLE. I do not recall but two and simply for a short period, temporary matters.

Mr. LITTAUER. They are a part of your regular clerical force?

Mr. FIMBLE. Yes, sir.

Mr. LITTAUER. Were they law clerks?

Mr. FIMBLE. Oh, no; simply matters where something special arises and where we would feel, by reason of the fact that there was nobody to look after them, that we should send some man qualified to look after that particular matter.

---

THURSDAY, February 15, 1906.

OFFICE OF INDIAN AFFAIRS.

STATEMENT OF MR. FRANCIS E. LEUPP, COMMISSIONER, ACCOMPANIED BY MR. SAMUEL E. SLATER, FINANCIAL CLERK.

CHIEF CLERK.

Mr. LITTAUER. We have a document in which you are asking for a chief clerk.

Mr. LEUPP. Yes, sir.

Mr. LITTAUER. How many years has it been since your chief clerk was made the Assistant Commissioner?

Mr. LEUPP. I think it was about 1887.

Mr. LITTAUER. Is this addition necessary merely to handle the clerical force of the Bureau?

Mr. LEUPP. Yes, sir.

Mr. LITTAUER. What does the Assistant Commissioner do now?

Mr. LEUPP. He signs every letter that goes out of the office that I do not sign myself, and all the warrants, and all the authorities, and all the regulations of the Secretary for this, that, and the other thing; everything has to be signed either by him or me. There is an immense amount of correspondence of a kind that deals simply with information and matters of that sort, matters affecting the personnel in the office, and so on, which the chief clerk could take off our hands, besides directing the general work of the office.

Mr. LITTAUER. The Assistant Commissioner directs the clerical force?

Mr. LEUPP. Yes, sir; everything connected with the personnel is turned over to him.

Mr. LITTAUER. You have chiefs of division?

Mr. LEUPP. Yes, sir; but every one of them has his hands so full that he hardly knows which way to turn. The work, Mr. Chairman, has increased fivefold at least in the last ten years; it has been simply tremendous. Where we used to deal with tribes as single entities we now deal with single Indians, due to the allotment system, and we have questions which come up of protecting the citizenship of the Indians and the new rights the Indians have and the burdens put upon them. All those things have to be reviewed by our office continuously.

Mr. LITTAUER. You still have to look after the individual Indian if the allotment is made?

Mr. LEUPP. Yes, sir.

Mr. LITTAUER. That was not the theory on which the allotment idea was promulgated?

Mr. LEUPP. Of course the original allotment idea contemplated making them citizens. At the same time the Government keeps an eye upon the allotment so as to protect the Indians for the first twenty-five years, but the operation of that has been to subject the Indians to all sorts of new burdens and responsibilities and new temptations, etc. For instance, we have to fight this liquor question with the Indians continually to try and preserve the Indian from the effects of drunkenness, which is fatal to him. When you set an Indian on his feet in that way and make him free everybody wants to get away with the little he has left. Somebody has to stand behind him.

Mr. LITTAUER. Does that bring work here to the Washington office?

Mr. LEUPP. Yes, sir. The agents have the handling of things in the field, but they have to refer everything to this office for instructions and authority before they can take a step.

Mr. LITTAUER. If the race continues to exist, will this ever come to an end?

Mr. LEUPP. Yes, sir; we are bringing it to an end as fast as we can.

Mr. LITTAUER. Through what method?

Mr. LEUPP. By continued reference to Congress of acts or clauses in acts giving patents in fee to these Indians who can take care of their own affairs. I have also a bill pending before Congress for allotting the Indian funds just as the lands are allotted. The idea of that was to cut an Indian off absolutely from his relations to the Government as a ward whenever he was able to take care of himself.

Mr. LITTAUER. What do you think will be the result of that? Will it put the Indians on their feet so that they can really take care of themselves, or are we going to have a certain number of poverty-stricken Indians to look after?

Mr. LEUPP. There will be the usual proportion as there is in all races who have gone through a change of this kind. My notion is that until the Indian gets down on the ground he will never get up.

Mr. LITTAUER. That is, he will have to make the effort?

Mr. LEUPP. Yes, sir; just as soon as I can find one who can walk alone I am using my influence to set him free. I think that is the only hope the Government has of ever getting rid of this question, but in the meantime I have to treat him as a child.

Mr. LITTAUER. We are dealing here particularly with the clerical force. You can not get along, you feel, without this chief clerk?

Mr. LEUPP. I would gladly get along without him if I could, but really Mr. Larrabee and myself have been trying this thing a good many times, and we do not see our way out of this difficulty. We can hardly keep our heads above water. I have not known what a Sunday or holiday was since I have been in office, and yet he has relieved me in every way possible.

#### FINANCIAL CLERK.

Mr. LITTAUER. I notice that you increase the salary of the financial clerk and also the salaries of two chiefs of division. Is there any reason except they are faithful men?

Mr. LEUPP. They are faithful men. They have worked for a long time at this salary, and our salaries compare very unfavorably with those given in other parts of the Department.

Mr. LITTAUER. What does your financial clerk have to do; is he a sort of disbursing clerk?

Mr. LEUPP. Here is the gentleman, and he can speak for himself.

Mr. SLATER. I am not much in making speeches.

Mr. LITTAUER. What is the character of work?

Mr. SLATER. I am not a disbursing officer, but I have charge, under the Commissioner, of all the appropriations and all the funds for the Indians, looking after every expenditure and keeping account of them. There was some \$14,000,000 expended last year. I settle all claims, advance money to the various disbursing officers in the field, and see that the money is applied as directed by treaty or by law.

Mr. LITTAUER. Has the amount of money that you handle increased?

Mr. SLATER. This year it is a little more, but for the last twenty years it has been from \$10,000,000 up to \$14,000,000.

Mr. LITTAUER. You have now two divisions and you want to increase them to four?

Mr. LEUPP. We have already the four, Mr. Chairman, in everything except name.

Mr. LITTAUER. You are using clerks of class 4?

Mr. LEUPP. Yes, sir; and calling them acting chiefs; but, as a matter of fact, they have earned their better name.

#### CHIEF LAW CLERK.

Mr. LEUPP. You will see there a chief law clerk, \$2,000.

Mr. LITTAUER. Is he a clerk of class 4?

Mr. LEUPP. He is a clerk of class 3, \$1,600. He is an exceedingly competent man and is thoroughly familiar with the work in the Indian Territory. That is his specialty. There is where the most important legal questions are coming up all the while. There seems to be no other way of giving him his proper recognition in the office.

Mr. LITTAUER. Is he a good lawyer?

Mr. LEUPP. Yes, sir; and I think Mr. Curtis or Senator Long, either of them, both of whom know him very well, will vouch for his ability.

Mr. LIVINGSTON. How old is he?

Mr. LEUPP. He is between 38 and 40 years of age.

Mr. LIVINGSTON. He has had experience as a practicing lawyer before the courts?

Mr. LEUPP. I think so, before he came to us.

Mr. LITTAUER. How long has he been with you?

Mr. LEUPP. Several years—four or five years.

Mr. LIVINGSTON. If he is a good lawyer, how can he stay there at \$1,600?

Mr. LEUPP. That is the reason we want to raise his salary to \$2,000.

Mr. LITTAUER. Has he been devoting himself entirely to law questions?

Mr. LEUPP. He has had charge of the dictation of the general correspondence, but it all turns upon legal questions.

Mr. LITTAUER. You consider him competent to do that work?

Mr. LEUPP. Yes, sir; very competent.

Mr. LIVINGSTON. Who O. K.'s your settlements between the Government and the Indians?

Mr. SLATER. Mr. Leupp. The Secretary has to pass upon them finally.

Mr. LEUPP. I make the recommendations to the Secretary of the Interior.

Mr. LIVINGSTON. You indorse them to the Secretary?

Mr. LEUPP. Yes, sir.

#### INCREASE OF FORCE.

Mr. LITTAUER. You ask here for an increase of force of a rather high lot of clerks? You want eight clerks of class 4 in addition to the two chiefs of division which are named here?

Mr. LEUPP. Yes, sir.

#### PROMOTIONS.

Mr. LITTAUER. That is purely for the matter of promotions?

Mr. LEUPP. Yes, sir.

Mr. LITTAUER. Have you provision here for all the clerical force you need in your bureau?

Mr. LEUPP. We could use more.

Mr. LITTAUER. We notice that year after year—the chairman of the Committee on Indian Affairs being here—that contrary to our ideas of propriety there are a number of clerks run in on the Indian bill. You have three clerks at \$1,000 and a copyist at \$1,000. Have you made provision for them in the estimates for the coming year?

Mr. LEUPP. I do not think they are provided for here. I have a memorandum for the Assistant Commissioner.

Mr. LITTAUER. Do you need their services longer?

Mr. LEUPP. We need every clerk mentioned there. We have been carrying them on another roll.

Mr. LITTAUER. What roll?

Mr. LEUPP. The Chickasaw and Choctaw roll.

Mr. LITTAUER. You have a regular force of outside assistants carried on other rolls?

Mr. LEUPP. Only in certain places where appropriated for in the Indian appropriation bill.

Mr. LITTAUER. How many rolls are there?

Mr. LEUPP. This was the last. We wiped out the annual rolls.

Mr. LITTAUER. You have wiped out all the other rolls except this one, so the entire force here in Washington is in this paragraph with that exception?

Mr. LEUPP. Yes, sir.

Mr. LITTAUER. If you desire to continue them we would like to have you estimate for them here.

Mr. LEUPP. Very well; I will estimate for them here.

Mr. LITTAUER. I notice the item 19 copyists includes one transferred from the Secretary's office and two additional. Those are not the ones appropriated for on the Choctaw and Chickasaw roll?

Mr. LEUPP. No, sir. There should be 21 copyists at \$900 and 23 clerks at \$1,000.

#### PRIVATE CLERK.

Mr. SHERMAN. Is your private clerk provided for?

Mr. LEUPP. Yes, sir.

#### DETAILS.

Mr. LITTAUER. Have you many details?

Mr. LEUPP. No, sir; only occasionally.

Mr. LITTAUER. You have none that stay over a year?

Mr. LEUPP. No, sir.

Mr. LITTAUER. You have not any details away from your office?

Mr. LEUPP. No, sir; we can not spare a clerk.

Mr. LITTAUER. This will take care of the entire force that does work for you?

Mr. LEUPP. Yes, sir.

#### PROMOTIONS.

Mr. LITTAUER. This increase of clerks in class 4 has been explained in a way. Do you want to make promotions?

Mr. LEUPP. We have got to do something of that kind in order to keep the people.

#### OVERTIME WORK.

Mr. LITTAUER. Do your clerks have to work overtime?

Mr. LEUPP. Yes, sir; we often keep them there; and I put in a very strong report against the proposal to reduce the time.

Mr. LITTAUER. You find that by working seven and one-half hours that they do more work than when they worked only seven hours?

Mr. LEUPP. Yes, sir. If we struck off the half hour it would reduce our work to an amount equivalent to the services of more than nine clerks.

Mr. LIVINGSTON. How much more work do you do now with a given number of clerks than you did before the half hour was put on?

Mr. LEUPP. All I can say is that you take Mr. Slater's division and he has three less clerks than he had before and he does the same amount of work.

Mr. LITTAUER. We would like to have a clear statement on that matter.

Mr. SLATER. It has increased the work from 6 to 8 per cent.

Mr. LIVINGSTON. Tell us how you know that.

Mr. SLATER. I had last year 30 clerks.

Mr. LIVINGSTON. And that was before you had the additional thirty minutes?

Mr. SLATER. Yes, sir; about that time. Now I have 27 clerks and the work has increased 10 per cent easily, and we are pretty near up.

Mr. LIVINGSTON. Would it increase 10 per cent more if you took off 10 or 15 more of your poor clerks?

Mr. SLATER. You mean would that increase the work?

Mr. LIVINGSTON. Yes, sir.

Mr. SLATER. No; the work comes from the outside.

Mr. LIVINGSTON. I mean the work on the inside. The question is this, How many clerks have you?

Mr. SLATER. Twenty-seven.

Mr. LIVINGSTON. Altogether?

Mr. SLATER. Yes, sir.

Mr. LIVINGSTON. Do they do any more work than they did when the work stopped at 4 o'clock?

Mr. SLATER. A half hour's more work.

Mr. LIVINGSTON. I understand, in time.

Mr. SLATER. They are as conscientious as any other class of people.

Mr. BURLESON. Has the percentage of mistakes increased by reason of the fact that they work thirty minutes longer?

Mr. SLATER. No, sir.

Mr. BURLESON. The claim is made on the part of those opposed to the continuation of this half hour that the percentage of mistakes has increased. I never believed it.

Mr. SLATER. I have no reason to say so. They are as accurate now as ever.

Mr. LIVINGSTON. That is not answering the question.

Mr. TAWNEY. Is the character of the clerical work practically uniform in your division?

Mr. SLATER. No, sir; it varies a great deal. There is bookkeeping, the settlement of claims, the settlement of transportation claims, and open-market purchases.

Mr. TAWNEY. In the doing of the clerical work have you observed whether the clerks do all that they can practically do, or have they a standard amount of work for a day's work?

Mr. SLATER. I am willing to think that most of them do what they think they can do. I do not think they divide the day into equal parts and just do so much work.

Mr. TAWNEY. Have you heard of that being the practice in some bureaus?

Mr. SLATER. I have seen some clerks that I think did it, but I have not any of them.

Mr. LITTAUER. Is that work of such a uniform character that you could base an opinion upon the amount of work done by one man?

Mr. SLATER. Not in my division.

Mr. LITTAUER. Have you an active force?

Mr. SLATER. It is very active now.

#### AGED CLERKS.

Mr. LITTAUER. How many clerks have you 65 years of age and above in your bureau?

Mr. LEUPP. That is something I can not answer without looking it up.

Mr. LITTAUER. Have you some clerks over 70 years of age?

Mr. SLATER. I think we have three now.

Mr. LITTAUER. Have you ever had to reduce the compensation of a clerk because of his inefficiency to produce a proper amount of work?

Mr. LEUPP. I save myself that unpleasantness by giving them a warning, and I think they have profited by it.

Mr. LITTAUER. Have they taken means to be transferred to other places?

Mr. LEUPP. Some of them have, and others have waked up. They have had notice that there was to be no nonsense.

Mr. LIVINGSTON. This matter is coming down in the form of a bill, and I would like to ask you this question: Have you noticed your clerks enough to answer whether they work as well and as cheerfully the last thirty minutes as they do during the day?

Mr. LEUPP. That I can not answer from personal observation, because I am kept occupied in my office.

Mr. LIVINGSTON. Who can answer it?

Mr. LEUPP. The chiefs of division—probably Mr. Slater.

Mr. LIVINGSTON. Have you noticed any difference?

Mr. SLATER. I do not know that they do it as cheerfully, but they do it. When the order first went into effect there was a good deal of grumbling on the part of the clerks.

Mr. LITTAUER. Do they accomplish as much in the last half hour as they do in the other seven hours of the day?

Mr. SLATER. That is hard to say.

Mr. LITTAUER. What is your observation?

Mr. SLATER. The typewriters will do about as much work.

Mr. LITTAUER. How about a clerk engaged in bookkeeping?

Mr. SLATER. Speaking for my own Bureau, I think they do as much work during that half hour as at any time.

Mr. LEUPP. In answer to a question that was asked here a little while ago, I would like to say that I had one clerk resign because she was informed that unless she did the work for the full seven and one-half hours she would have to be demoted. She tried it a little while and then came and tendered her resignation.

Mr. LITTAUER. That is the exception?

Mr. LEUPP. Yes, sir.

Mr. LITTAUER. Have you seen any of them have their health impaired by reason of this extra half hour's work? [Laughter.]

Mr. LEUPP. Well, those are claims we have to meet.

Mr. LIVINGSTON. And that they have no time to do shopping or marketing in the winter time.

Mr. BURLESON. What percentage of the Indians have become thoroughly self-reliant and do not have to be looked after by the Government?

Mr. LEUPP. There are some of them going off every year. I suppose it would be a very small percentage, taking it at any one time. Cases are continually coming up; applications from Indians which we examine to see if they are fitted to care for themselves.

Mr. BURLESON. Is the number growing smaller each year?

Mr. LEUPP. The number of Indians actually competent to care for themselves; yes, sir.

Mr. BURLESON. The children, then, when they have attained their years of majority are self-reliant and not dependent upon the Government, as a general thing?

Mr. LEUPP. I could hardly make a general statement, but one thing is operating very decidedly in their favor, and that is their intermarriage with the whites. There seems to be no race antagonism between the Indians and the whites. They intermarry, and their stock is generally very good. The half-breeds become vastly more self-reliant. They inherit the competitive ideas from their white ancestry, and at the same time they have been trained to the Western way of life on the Indian side, and that makes a pretty fair combination. Those people are coming to us all the while, half-breeds and quarter-breeds, and asking to be set free.

Mr. LIVINGSTON. Does it improve the white blood and white race to marry the Indians?

Mr. LEUPP. Just as it improves the aristocracy of the foreign class to be mixed with the—

Mr. LIVINGSTON (interrupting). That does not answer the question. Is the Indian squaw better than the white man?

Mr. LEUPP. Very often she improves the white man. It depends upon the Indian squaw he gets.

#### CLERICAL FORCE.

Mr. TAWNEY. How many clerks have you in the bureau in Washington?

Mr. LEUPP. One hundred and thirty-four clerks doing regular clerical work—that is, including the Commissioner and Assistant Commissioner.

Mr. TAWNEY. You have had some experience in the handling of clerks and the administration of the executive offices here, and I want to ask you this question: If Congress should provide for a gradual reduction in the salaries of clerks after they reach the age, say, of 65, would that, in your judgment, tend to increase the efficiency of the force as well as to reduce the cost of administration?

Mr. LEUPP. If the same amount of money were appropriated so that we could apply what we saved on the old ones to the hiring of young blood, it would.

Mr. TAWNEY. If you reduced them, that would create vacancies in the higher positions and enable you to procure young clerks?

Mr. LEUPP. I think from that point of view it would, very decidedly.

Mr. BURLESON. If you coupled with that a provision of law that after a lapse of seven years clerks reaching 65 years of age should be disconnected from the Government service, would not that promote the efficiency of the service still more?

Mr. LEUPP. I suppose it would; yes, sir.

Mr. LIVINGSTON. What are the men doing in your office who are over 70 years of age?

Mr. LEUPP. I can not answer that question.

Mr. SLATER. I suppose one of them is Major Bailey. He is very sick.

Mr. LIVINGSTON. What does he do?

Mr. SLATER. He is a clerk in the account division.

Mr. LITTAUER. What compensation does he receive?

Mr. SLATER. One thousand four hundred dollars. He was an old soldier. He was a soldier in the German army and in the American Army.

Mr. LIVINGSTON. Is he a native?

Mr. SLATER. No, sir; he is a German.

Mr. LIVINGSTON. He is not a citizen of the United States?

Mr. SLATER. I suppose he is, having been a soldier.

Mr. LIVINGSTON. No; there are a great many soldiers who were never born in this country.

Mr. SLATER. I should not think there were three in the Indian Office 70 years of age now.

Mr. LIVINGSTON. Here is the President's statement. In the case of the man that you speak of, how often is he absent on account of sickness?

Mr. SLATER. He is in another division. My information is that he has been absent a great deal.

Mr. LIVINGSTON. Does he get sick leave?

Mr. SLATER. Yes, sir.

Mr. LEUPP. Thirty days sick leave.

Mr. LIVINGSTON. Any more?

Mr. LEUPP. No, sir.

Mr. LIVINGSTON. Could you not reduce him to \$1,000 and help the service along by promoting some young man in his place?

Mr. LEUPP. Yes, sir.

Mr. LIVINGSTON. That is what we require of you in the bill.

Mr. LEUPP. I will do that, if Congress will defend me when his friends come down. My life will not be worth living after I commence the work.

Mr. BURLESON. It would be if there was a law upon the statute books requiring it to be done?

Mr. LEUPP. It would make it very much easier.

Mr. TAWNEY. It would relieve your discretion, and therefore no amount of pressure would be available?

Mr. LEUPP. Yes, sir. You can understand the difficulty when a man's friends come and urge the extreme necessities of the case, that it is very hard for a man who has any warm blood—it is a very hard thing to do. I have had to turn them down repeatedly. There was one man who had gone down into the Southwest for his health—not for the Government service—and, unfortunately, he became mu-

tinous and was relying entirely upon political influence to keep him in office, and I simply told him that political influence and the disease could not pull together.

Mr. TAWNEY. I will ask you this question, whether in your experience you find that the efficiency of a clerk is just in the inverse ratio to the influence he commands?

Mr. LEUPP. I think, to be frank, that that would be almost always the case. We have some excellent clerks who came in through political influence and who have powerful friends, but who do not depend upon it, and who stand upon their own footing. I want to give them credit for that, and there are a good many others.

Mr. LITTAUER. How do they exert their influence?

Mr. LEUPP. By having their friends come to me whenever I attempt to touch one of them.

Mr. BURLESON. And they make your life a burden?

Mr. LEUPP. Yes, sir.

#### ARCHITECT.

Mr. LITTAUER. You have an architect at \$1,500, while one of your draftsmen receives \$1,600. What character of work does the architect and this principal draftsman perform?

Mr. LEUPP. Mr. Slater has suggested to me that that is a mixture of names simply. I suppose the draftsman was originally appointed under that designation, and the architect was added to the force or something of that sort. That is the only way I can account for it.

Mr. BRICK. They are not properly named?

Mr. LEUPP. No, sir. The person who is designated as draftsman should be the chief architect of the office.

Mr. TAWNEY. Do you recommend a change in the designation?

Mr. LEUPP. Yes, sir.

Mr. LITTAUER. What does the chief draftsman do, what are his duties?

Mr. LEUPP. He is the architect.

Mr. LITTAUER. You have plenty of employment for these men?

Mr. LEUPP. Yes, sir. They are behind with their plans now.

#### STENOGRAPHIERS.

Mr. LITTAUER. Just below you have a stenographic force beginning at \$1,600 and one at \$1,400. You must have other stenographers in the Bureau besides these two outside of your private secretary?

Mr. LEUPP. I can not answer that question, except to say that these are the highest-paid stenographers. The rest would come in as other employees.

Mr. LITTAUER. Do they do any different work from the others?

Mr. LEUPP. I think not.

Mr. TAWNEY. What salaries do the others receive?

Mr. LEUPP. The salaries run from \$900 up to \$1,200.

Mr. LITTAUER. They are doing practically the same work?

Mr. LEUPP. Yes, sir.

Mr. LIVINGSTON. Why does this one get \$1,600?

Mr. LITTAUER. Does it mean that the one who gets \$1,600 is more competent?

Mr. LEUPP. The \$1,600 clerk is a lady, Miss Cook. She is actually a chief of division. She handles all the traders' work and the field matrons. All that work is in her care. She was appointed as a stenographer. She has proved extremely valuable. She has been there twenty years or more. She knows the whole office in a wonderful way.

Mr. LITTAUER. Have you a similar employee at \$1,400, called a stenographer?

Mr. LEUPP. He is simply a stenographer.

Mr. LITTAUER. Did she receive this large compensation through any peculiar merit—the other lady who receives \$1,400?

Mr. LEUPP. That is a man.

Mr. LITTAUER. Does he do any different work from the stenographers receiving \$900?

Mr. SLATER. He is in another division. I do not know anything about him, except by general reputation.

Mr. LITTAUER. I notice one stenographer, \$1,000, and one clerk at \$1,000 to the superintendent of Indian schools?

Mr. LEUPP. He is sort of chief clerk to the superintendent, and takes care of everything while she is away. She has to spend most of her time in the field.

Mr. LITTAUER. Who is she?

Mr. LEUPP. Miss Estelle Reel, the superintendent of Indian schools.

Mr. LITTAUER. Who is the clerk at \$1,000?

Mr. LEUPP. Mr. Garber, who represents her when she is away.

Mr. LIVINGSTON. If she is away in the field most of the time, what are his duties in the office?

Mr. LEUPP. He attends to the administrative work in the office. Of course we have a constant procession there in regard to everything pertaining to the actual handling of the schools, the school work, the educational work, and he has to see those people.

Mr. BURLESON. I understood you to say that the number of Indians over whom complete wardship is necessary has materially decreased or is gradually decreasing?

Mr. LEUPP. Yes, sir.

Mr. BURLESON. If that is so, why is it that the expenses of this office in 1897 were \$115,620 and the estimate for 1907 is \$183,470?

Mr. LEUPP. All I can say is that it is due to the new questions which we have to handle all the while—the citizenship question, the reclamation question, which is of course now getting to be a tremendous thing. All those things have to be handled in our office, and we have to continue to increase the clerical force. I am holding the expenses down as tight as I can, but of course it is impracticable to cut them lower.

FRIDAY, February 16, 1906.

PENSION OFFICE.

**STATEMENT OF HON. VESPASIAN WARNER, COMMISSIONER OF PENSIONS.**

DETAILS OF EMPLOYEES.

Mr. LITTAUER. Mr. Commissioner, in the last legislative bill a provision was inserted that those who may be detailed and needed in the other offices and bureaus of the Department of the Interior shall be estimated for in the Book of Estimates for 1907, in the office or bureau where actually employed.

Mr. WARNER. Yes.

Mr. LITTAUER. How great a decrease of force has that resulted in in your Bureau?

Mr. WARNER. It has not resulted in any decrease yet. That goes into effect on the 1st of July next. We still carry them on our rolls.

Mr. LIVINGSTON. Are you not mistaken about that, Mr. Commissioner?

Mr. WARNER. I am not positive about that.

Mr. LITTAUER. In your estimate, how big a difference did that make in your total force?

Mr. WARNER. I do not think we made any allowance for that in this coming year.

Mr. LITTAUER. You dropped 33 people in your estimate.

Mr. WARNER. That is right. Yes; that is the number here; 34. We dropped 33. They called on me for a new man the other day, in making 34.

Mr. LITTAUER. Your aggregate of salaries is \$36,600 less than a year ago?

REDUCTION OF FORCE.

Mr. WARNER. Yes. I can reduce that considerably more—\$90,000 or \$100,000 more.

Mr. LIVINGSTON. How is that?

Mr. WARNER. I say I can reduce it from ninety to one hundred thousand dollars more.

Mr. LITTAUER. You can reduce it when? Now, or later on?

Mr. WARNER. The first of next year.

Mr. LITTAUER. Will you point out, then, how you would change the estimate we have before us?

Mr. WARNER. I would knock out one chief of division, at \$2,000—

Mr. LITTAUER. Making 9 instead of 10?

Mr. WARNER. Yes. I would knock out also two principal examiners, at \$2,000 each.

Mr. LITTAUER. Making 55?

Mr. WARNER. Yes; and I would knock out two assistant chiefs, at \$1,800 each; and I would knock out four clerks of class 2, at \$1,400 each. Of class 4 I have not knocked any out. Of class 1 I would knock out nine. That would be \$10,800. Then I would knock out

twenty-five \$1,000 clerks, and I would drop forty-five \$900 clerks. I can do that safely, without having to dismiss anybody.

Mr. LITTAUER. I understand there is that number of vacancies now in your Bureau, and you need not fill the vacancies to conduct the work properly?

Mr. WARNER. Not exactly that, but there will be that many vacancies by the time this year is up.

Mr. LITTAUER. You feel that that will be the number of vacancies?

Mr. WARNER. Yes; that is safe.

Mr. LITTAUER. You are not contemplating any dismissals or discharges?

Mr. WARNER. I will say yes; there is one dismissal of a chief of division. He is a very old man and incompetent. He is not now a chief of division, but he is drawing that pay. I would probably reduce him. I have not filled up any vacancies at all since I have been there. I have allowed the vacancies to remain open as they occur.

Mr. LITTAUER. What has the result been upon the work of the Bureau? Is it still kept up?

Mr. WARNER. It is getting better every day. It is almost current now. You can tell by the letters you receive. We are up within four or five days. The board of review to-day had only one hundred odd cases to look over. There are quite a number of cases out in the field which we have to investigate, and that takes time, but everything that is in shape to be adjudicated is right on top.

Mr. LITTAUER. When the reductions contemplated are enforced after the 1st of July, will you have a fairly competent force of people over there, or will you still be loaded down with a lot of old people whose effectiveness is not what it should be?

Mr. WARNER. So far as that is concerned it will be just the same as it is now. We are losing from deaths, resignations, and dismissals—not on account of inefficiency or age. I do not dismiss any and they do not quit.

#### SUPERANNUATED CLERKS.

Mr. LITTAUER. You mean to say the force is not getting better at all by the clerks of old age leaving?

Mr. WARNER. No.

Mr. LITTAUER. How often do you have to reduce the salaries of clerks? Why is it you believe they are not competent?

Mr. WARNER. I could not tell you exactly. When a man is not able to keep the traces stretched I drop him down into a lower grade and put an active young fellow in his place.

Mr. LITTAUER. Do you do that often?

Mr. WARNER. Probably two or three a month.

Mr. BRICK. Do you have any trouble, Mr. Commissioner, when you do that—any discontent or turmoil?

Mr. WARNER. No turmoil or discontent. It is very peaceable over there. When a man gets old he does not realize but that he is just as active and able and competent as he was when he was 40. They kick a little about it at first. I reduced a man from \$2,000 down to \$1,200.

Mr. LITTAUER. How old was he?

Mr. WARNER. About 75 or 76. I told him he could go out and come in when he wanted to. He had no means, and I did not want to turn him out to grass without a dollar.

Mr. LITTAUER. Would you believe in legislation that would reduce a clerk when he reached the age of 65 to, say, \$1,200, and when he reached the age of 68 to \$1,000, and when he reached the age of 70 to \$840, basing it simply on age and nothing else?

Mr. WARNER. No, sir; I would not. Some men when they are 70 are better than when they were 30.

Mr. LITTAUER. But we have to deal in averages, and in such a manner that a popular House of Representatives will back us up.

Mr. WARNER. I would rather retire them at a certain age at some salary and let them out entirely.

Mr. LITTAUER. But you know in all probability that would not get into legislation.

Mr. LIVINGSTON. It would be better for the Government to retire him because you would get his seat for a younger man.

Mr. LITTAUER. Do you not think when they get to be 65 or thereafter they produce less work each day?

Mr. WARNER. There is no question about that.

Mr. LITTAUER. Consequently would it not be better under our system to reduce their salaries to a lower grade by the operation of a law, not requiring that your sympathies should be called into play?

Mr. WARNER. I do not believe there is any question about that. At first blush a man could not kick any more than a Regular Army officer being retired would kick, who goes in with that understanding in advance, and when the time comes he has been notified in advance, and he goes down without complaint to another salary. It would be much better for a bureau officer to have it that way.

Mr. BRICK. Do you think, Mr. Warner, that that would add to your efficiency, too?

Mr. WARNER. It would add in this way—that you could promote the active young fellows up to the higher grades from which the other men are reduced.

Mr. LIVINGSTON. But you would not get any more work?

Mr. WARNER. No. The truth is, if we keep on we could reduce that force fearfully next year. I tell you I will not fill a vacancy so long as I am Commissioner of Pensions. Whenever there is a vacancy it will remain vacant.

Mr. LITTAUER. Suppose there would be 100 vacancies next year. Could you get along without them?

Mr. WARNER. Yes.

Mr. LITTAUER. Would you change the methods of the Office?

Mr. WARNER. I would have to select the men who go out. I could not take the 100 out of the medical division, or 50 out of it, or 25 I would have to exercise my discretion as to where I would take them.

Mr. LITTAUER. You mean now the average clerks and copyists?

Mr. WARNER. Yes. If I could select the men who go out, I could do it easily.

Mr. LIVINGSTON. If the law fixes it, you would have no choice about it.

Mr. LITTAUER. You have not seen fit to cut out any number in your recommendations to us except where actual vacancies take place?

Mr. WARNER. I have added a little more than the number of vacancies. I figure just that I will not be compelled to discharge anybody on account of the reduction of the appropriation.

#### LABOR FORCE.

Mr. LITTAUER. Is not your labor force very large?

Mr. WARNER. No; it is very small. I could not tell you about the charwomen, etc. We have only two classified laborers. I do not remember what the labor force is there.

Mr. LITTAUER. You have a superintendent of building, and engineers, and firemen, and messengers, and assistant messengers, and messenger boys. 43 laborers, 10 female laborers, and 15 charwomen.

Mr. WARNER. I am not qualified to advise or help you on the labor question, because I did not think of it before I came here. We need those charwomen. There are five floors there. It keeps them pretty busy. You know they have to do their work after office hours, after half past 4. Two hundred and forty dollars a year salary is not much. That is \$20 a month.

#### MORALE OF THE CLERICAL FORCE.

Mr. LITTAUER. Mr. Commissioner, is there among these clerks any sort of settled system whereby they do a certain amount of work each day, with the idea of limiting the amount of work they are going to do, in the examination of cases, or in any other way?

Mr. WARNER. At this time I do not think there is. I think when I went in there the boys were inclined to nurse their jobs a little, for fear they would run out of work, but I caused it to be known throughout the entire Bureau that I would prefer to have them idle half the time and up with their work rather than have them at work all the time with their work six months behind. I ordered that the force should not be reduced except by death, resignation, or dismissal for cause, and I announced that I would not fill a single vacancy left by death, resignation, or dismissal, and that they need not be in fear of losing their jobs. This, of course, was inside talk, and the consequence has been they are now right up with their work. I do not think they "soldier" at all. I keep track of all the divisions now.

Mr. LITTAUER. Do they not agree among themselves on a certain number of cases each day?

Mr. WARNER. I do not know of any agreement of that kind, but I do believe the boys used to nurse their work.

Mr. TAWNEY. I have been informed that in your medical division, where the character of the work is uniform—the examination of reports—there is a certain amount of work that is fixed upon as a standard of a day's work; that recently some one in the division who was newer than the rest of them and who was doing more than some of the older clerks could do or wanted to do was told that that was more work than they had agreed upon as the amount of work each one should do for a day's work. I wanted to know if you knew anything about that.

Mr. WARNER. I never heard any such thing intimated, but I will take it up and examine into it.

Mr. TAWNEY. I thought possibly you might have come across such a thing. If it prevails in your department I thought it might also exist in other departments where the character of work is uniform. They might fix a standard to meet the necessities of the least efficient clerks—of those lowest in efficiency.

#### LABOR FORCE.

Mr. LITTAUER. Now, you ask for additional compensation to the captain of the watch. You want to increase him from \$840 to \$1,000.

Mr. WARNER. That is on the recommendation of the superintendent of the building. I do not know much about that. He has a tolerably responsible position.

Mr. LITTAUER. The superintendent of the building has charge of your laborers?

Mr. WARNER. Yes; laborers, and engineer force, and charwomen; and he has charge of the building in general, furniture, fixtures, and so forth. He makes repairs, and changes the desks and typewriters, and everything of that kind.

#### SPECIAL EXAMINERS.

Mr. LITTAUER. We have had a provision here for two special examiners or clerks, detailed and acting as chief and assistant chief of the division of special examiners in lieu of per diem and all expenses for subsistence, a sum sufficient to make their annual compensation \$2,000 and \$1,800, respectively, whenever it is necessary for them to travel out of the District. That is on page 198.

Mr. WARNER. Is that something new or is it old?

Mr. COURTS. It has been carried on for twenty years.

Mr. LITTAUER. These are two special examiners or clerks that probably would be detailed out of your special examiner force.

Mr. WARNER. Yes; I know who they are now. They are very valuable men.

Mr. LITTAUER. That work should be kept up?

Mr. WARNER. Yes; they are secret-service men. They are detectives. They do us an immense amount of good. They are valuable.

Mr. LITTAUER. They are regularly on your force? You do not get them from the secret service?

Mr. WARNER. Oh, no; that is what they are used for. Say a clerk is absent or playing sick and we suspect he is off drunk. We put one of these gentlemen after him, and he gets him in two or three hours, and we know all that he has been doing for a week. If he has been misbehaving, we drop him. Then they go off to testify.

Mr. LITTAUER. I do not think you have got hold of the right two men. I think their bearings are somewhat as follows: You have there an additional force of 125 special examiners at \$1,300 each?

Mr. WARNER. Yes.

Mr. LITTAUER. That force travels all over the country?

Mr. WARNER. They are assigned to the different sections of the country. They have certain jurisdictions. We assign a man, for instance, to Georgia, and he has the entire State of Georgia to look after, with headquarters at Atlanta. He examines all cases in his

jurisdiction. Another man we assign to Baltimore, and others are scattered around.

Mr. LITTAUER. Two of those clerks are employed here in Washington?

Mr. WARNER. They are not two of the 125, are they?

Mr. LITTAUER. It would seem that they are two out of the 125. Those are the two who are detailed as chief and assistant chief of special examiners.

Mr. WARNER. I think those are the two I have referred to. That is my impression.

Mr. LITTAUER. They remain here supervising the work of 123 in the field?

Mr. WARNER. Oh, no; the special examiner does that—Mr. Craig. He is the chief of that division. No; I may be all wrong about that. It may refer to the chief of that division, but he never leaves his division in the Bureau.

Mr. LITTAUER. This must be the very one. You see his compensation is chief at \$2,000, and the assistant is at \$1,800.

Mr. WARNER. I would like to investigate that and tell you about it later.

Mr. LITTAUER. Formerly they drew \$3 per diem for subsistence, although they were stationed here in Washington, and in order to do away with that they were paid higher compensation. Is your force of 125 special examiners still necessary?

Mr. WARNER. Yes; they are necessary for this reason: In every increase of pension there must be a special examination, unless it is for specific and permanent disabilities in connection with age, that you have heard so much talk about lately. We have nearly as much work for these fellows in the field examining cases as we ever had—frauds, and widows, and old fellows dying, and statements of two or three women claiming to be their widows—the widows of the same soldier. We have to investigate that and also the legitimacy of children and everything else. We have more than 125 in the field now.

Mr. LITTAUER. You have more?

Mr. WARNER. Yes; by detail. You could not cut that down any at all.

Mr. LITTAUER. Could you not cut down the amount of this appropriation here for per diem of special examiners and other persons employed in the Bureau and detailed for special investigations? You have it now at \$350,000.

Mr. WARNER. I could not intelligently say anything about it. I have not figures on it.

Mr. LITTAUER. You do not know how much of it was expended in the first six months of this fiscal year?

Mr. WARNER. No, sir; if I had been called upon I could have brought the information.

I will make some suggestions here that were made to me. I will do it because I said I would do it. In the first place, there is a gentleman over there in the Office, Mr. Yaeger, who is getting \$2,000 now. He wanted me to suggest to you that you cut off three principal examiners at \$2,000 and increase his own salary to \$2,200. Instead of having three at \$2,000, call him the one principal examiner at \$2,200.

Mr. LITTAUER. Let me understand that again. You desire to cut off two of the principal examiners?

Mr. WARNER. Yes; to cut off two principal examiners at \$2,000. He suggested to cut out two of them and make one of the principal examiners at \$2,200.

Mr. LITTAUER. Do these men get any compensation out of any other funds?

Mr. WARNER. No, sir.

Mr. LITTAUER. Does he get any compensation out of the Soldiers' Home?

Mr. WARNER. Oh, this man—I think he is the secretary of the Soldiers' Home. His daughter does the work in that connection, and I believe he gives her the money.

Mr. LITTAUER. Is he the agent of the Soldiers' Home?

Mr. WARNER. I do not think he is. I will say this for Mr. Yaeger: He is always in the office from 9 o'clock to half past 4, and you will never catch him out of it. He has told me that he had some connection with the Soldiers' Home—secretary or something.

Mr. COURTS. He is the agent. People applying for admission to the Home have to go to him to get certificates.

Mr. WARNER. I do not know of his doing any of that in the Bureau. He is a very competent man, and I do not permit anybody to do outside work in the Bureau. I have seen his daughter in there, coming in and out. You may just let that go as it is. I had not thought about that proposition.

#### DEPUTY COMMISSIONERS.

Mr. LITTAUER. What other recommendations have you?

Mr. WARNER. I was going to say that Messrs. Davenport and Kelley, the first and second deputies, said that they ought to have \$4,000, and I myself thought I ought to have \$20,000, or even a larger sum. [Laughter.]

Mr. BRICK. Is the work that these deputies do as responsible and onerous as that of some other \$4,000 places?

Mr. WARNER. I suppose it is. You can give us all the money you appropriate for pensions, and there is no appeal from our action. If we refuse to give them there is an appeal. They can go to the Secretary of the Interior and he may reverse us. When a criminal is acquitted by a jury there is no appeal by the people. If he is acquitted he, of course, never takes it up. If we refuse a claim the claimant can appeal. If we allow a pension, no matter how erroneously, there is no appeal. So that it is rather a responsible place. When I am away the first deputy acts, and when he is away the second does; and each one of them has charge of one-half of the territory of the United States—theoretically, at least—and of the division chiefs under them. It strains through them and comes up through them to me. Mr. Davenport is a very competent man, and Mr. Kelley is also a very competent man. They are both good men. I think I will turn back at the end of the year considerable money unused of your last appropriation.

Finally, now, I would like to have that Pension Office dignified a little bit. I would not object if you would make the salary of the Commissioner as big as the Assistant Secretary of the Interior in the shape of salary. [Laughter.]

FRIDAY, February 16, 1906.

PATENT OFFICE.

STATEMENT OF MR. FREDERICK I. ALLEN, COMMISSIONER OF PATENTS.

CLERICAL FORCE.

Mr. LITTAUER. Mr. Commissioner, you are again submitting to us an increase of your force of fifty, and I notice within the last four years the expense of conducting your bureau has increased from \$777,000 to \$872,650. What brings about this enormous increase?

Mr. ALLEN. Increase in work at every point.

Mr. LITTAUER. Increase in the number of applications for patents offered to your consideration?

Mr. ALLEN. Yes; and particularly the number of trade-marks that have come in and the necessary printing bills which come up in connection with the issued patents.

Mr. LITTAUER. We are considering simply nothing now but the clerical force. You will find a statement of expenditures and the items connected with this force on pages 200 and 202 of the bill before you. On top of page 202 is a statement of the appropriations and estimates. The appropriations for 1902 were \$777,000, and for 1906, including those in the deficiency act, they were \$872,650. Now, all that expense is incurred in the clerical force of your Bureau.

Mr. ALLEN. Is that entirely clerical force?

Mr. LITTAUER. Yes.

Mr. TAWNEY. That includes examiners.

Mr. ALLEN. It is pay roll.

Mr. LITTAUER. It covers all those employed, including your salary.

Mr. TAWNEY. It includes the board of appeals.

Mr. LITTAUER. Yes; and examiners, and examiners in chief, and examiners of interferences—all your examining force, and all your clerical force.

Mr. LIVINGSTON. It is a net increase of fifty people.

Mr. LITTAUER. What is the increased number of the patents examined?

Mr. ALLEN. I am very glad to have you ask me that question. I would like to proceed to show you the increase of work in the Office, and I want to make a full statement in that regard, and for that purpose my annual report to Congress, which was submitted to Congress January 25, but which has not yet been printed by Congress, although it has been ordered, shows those very figures. We have printed them in the Official Gazette, and I have copies of it here. It contains detailed statements of all the items of work and of expenditure.

Mr. TAWNEY. Can you not give it to us in a succinct statement, so as to go into this record in the hearing, which will be used before the House when the bill is considered?

Mr. ALLEN. Yes; it will be a pleasure to do it. In my report, of which I hand you copies, you will find on next to the last page a little summary of the increased work, elements of the United States Patent Office for the last six years, in which, choosing those elements which

may be fairly thought to represent the growth of the work in the office and bringing them together, I have exhibited the elements of receipts of the office, expenditures, applications and caveats filed, patents, designs, and reissue patents granted, and trade-marks registered.

**Mr. LIVINGSTON.** Why don't you give the number of those?

**Mr. LITTAUER.** Summarize in the shortest way you can, so as to give us the real meat of this.

**Mr. ALLEN.** The real meat of it is, as an examination will show, that an increase of work to the extent of 40 per cent has taken place in the same period in which there has been an increase of force of only 12.8 per cent.

**Mr. TAWNEY.** Will you state the summary so that it can go in the record?

**Mr. ALLEN.** Yes; the summary is printed on one page and the statement I have just made is on the last page. Every element of work in our office shows a large percentage of increase. We have had no corresponding increase of force, and therefore we present to you this year this showing:

The following comparison between the receipts, expenditures, applications filed, issues of the Office, the printed copies sold, copies of records furnished, and the number of employees for the years ended, respectively, December 31, 1899, and December 31, 1905, illustrates the growth of the business of the Patent Office:

Class.	1899.	1905.	Increase.	Per centage of increase.
Receipts .....	\$1,325,457.03	\$1,806,758.14	\$481,301.11	36.3
Expenditures .....	\$1,211,783.73	\$1,479,633.22	\$267,849.49	22.1
Applications and caveats filed .....	45,990	74,626	28,636	62.2
Letters patent, design and reissue patents granted, and trade-marks, labels, and prints registered .....	27,787	36,078	8,291	29.8
Printed copies of patents furnished .....	1,451,519	1,863,367	411,848	28.8
Price received .....	\$50,201.11	\$71,738.75	\$21,537.64	42.9
Words written in copies of records furnished .....	18,675,650	21,155,300	7,579,650	55.8
Number of employees .....	663	748	85	12.8

#### SUMMARY OF TABLES.

In 1905 there were received 54,034 applications for mechanical patents, 781 applications for design patents, 156 applications for reissues of patents, 16,224 applications for registration of trade-marks, 1,068 applications for registration of labels, and 467 applications for registration of prints. There were 30,270 patents issued, including designs, 129 patents reissued, and 4,490 trade-marks, 830 labels, and 359 prints registered. The number of patents that expired was 19,585. The number of allowed applications awaiting the payment of final fees was 11,036, and the number forfeited for nonpayment of the final fees 5,208. The total receipts were \$1,806,758.14, the expenditures \$1,479,633.22, and the surplus of receipts over expenditures \$327,124.92. The total balance to the credit of the Patent Office in the Treasury of the United States on January 1, 1906, was \$6,190,901.68.

\* \* \* \* \*

The most important event in the business of this Office during the year 1905 was the passage and taking effect of the new trade-mark law of February 20, 1905. This act reduced the fee upon filing an application for trade-mark from \$25 to \$10, and immediately resulted in a great increase in the number of trade-mark applications. The increase may be appreciated by comparing the number of applications received in the year 1905—16,224—with the number in the preceding year—2,524—the number filed the past year thus being about six and one-half times the number filed the preceding year. The work thus laid upon this

Office in the transaction of this large amount of new business has made it necessary to increase the force employed in the trade-mark division and has laid heavy burdens upon the examining division from which this force was drawn, as well as upon the clerical force drawn upon for the performance of the additional clerical work. To this should be added the increase in the number of applications for patents for the year 1905, such increase being 2,866. The great increase in these two branches of our work has overtaxed the present force of this Office, which is not able to keep this work up to a satisfactory state of promptness under the existing conditions. I consider it a matter of absolute necessity for the prompt and satisfactory transaction of the work of this Office that an increase of force, both of examiners and of clerks, be provided by Congress, and estimates for increases in our force have been submitted for this reason.

An examination of the figures covering receipts, expenditures, and work elements of the operations of this Office for the years 1899 and 1905 disclose an increase in work of about 40 per cent, and in this period the increase in the number of employees of the Office is 12.8 per cent. Manifestly such growth can not continue without an increase of force corresponding to the increase of work, and in view of the fact that the general balance from the operations of this Office for the year 1905 amounts to \$327,124.92, as shown in the preceding table of receipts and expenditures, I am of opinion that so much of this surplus as is necessary for the purpose should be devoted to increase of force to meet the existing conditions.

We have turned over to you \$327,000 of net surplus, the largest ever shown in the history of the Patent Office except one single year—about 1883.

Why do we show that great surplus? I do not esteem it to be creditable, for the reason that we have taken over our counters the money to do this work; we have received those fees; they have not been spent for the necessary force to do that work; that work is far behind to-day, and that is a matter of fair and honest complaint to every patron of that Office. I get many of these complaints. Gentlemen, those complaints are fair. That work should be done for which these men have passed in their money to have it done.

Mr. LITTAUER. On this point of turning in money, there is no reason at all why the Patent Office should not be a great source of revenue to the Government. You grant special privileges, and those to whom they are granted pay slight fees.

Mr. ALLEN. Excuse me, but I differ with you, absolutely and from the ground up, on that proposition. We give them nothing. They give us a fair compensation for all that they get.

Mr. LITTAUER. I have seen times when I wanted a patent pretty bad, and I would give you money for it, and I did not get it.

Mr. ALLEN. The value of the disclosure of the inventor is only fairly compensated by that privilege—the seventeen-year privilege—which the Government gives in compensation for his fee.

Mr. LITTAUER. Our inquiry here to-day is directed chiefly toward the necessary force required in your Bureau. In what particular branch of your work are you behind?

Mr. ALLEN. We are behind in the examination of applications for patents and registration of trade-marks, both because we are short in the work of examiners and short in the attendant clerical force, which is a division along the same line.

Mr. LITTAUER. This registration of trade-marks is pretty nearly a clerical matter all the way through, is it not? Does it require much examination, or difficult examination?

Mr. ALLEN. It would not be right to say those examinations are so difficult as those for patents.

Mr. LITTAUER. They are much simpler?

Mr. ALLEN. Yes.

Mr. LITTAUER. And a much less well-paid character of investigator is required to determine upon them?

Mr. ALLEN. We are able to use some clerical force of excellent training to aid in that work. That is true. Nevertheless, it should not be overlooked that in the last year the number of trade-mark applications sent into our office by the operation of the act of February 20, 1905, was about six and one-half times as much as heretofore.

Mr. LITTAUER. How many clerks have you promoted to do that work? Last year we gave you sixteen additional clerks.

Mr. ALLEN. You gave me last year, with some examiners of different grades, an increase of two chiefs of division, three clerks of class 1, and one clerk of class 2.

Mr. LITTAUER. How many of those were put to the work of examining this extra number of trade-marks for which application was made?

Mr. ALLEN. That force has been increased so that it is more than double now what it was before.

Mr. LITTAUER. How much of a force have you there?

Mr. ALLEN. I do not remember the exact number now in that division. It is about 24; but, sir, if I had the force, if I were not robbing the examining divisions of the United States Patent Office that are in arrears of men to send to that force, I would make their force 40 to-day.

Mr. LITTAUER. Then you want to increase the force working on trade-mark work?

Mr. ALLEN. Not only that, but in the examinations for patents as well.

Mr. LITTAUER. I understand; but let us dispose of the trade-mark end of it, now that we have taken it up. Of the increase you ask for here, how many and at what compensation were intended to work upon trade-marks?

Mr. ALLEN. I had not considered it from that particular point of view. I will say this: The work of the trade-mark division ought to be increased by a dozen to-day. It is discreditable that we should be so far behind in that work.

Mr. LITTAUER. What compensation ought these clerks to receive?

Mr. ALLEN. They are at various rates of pay, and derived from our different grades of clerks and examiners.

Mr. LITTAUER. The increased number of a dozen clerks you need for this trade-mark division ought to be men receiving about a thousand dollars each, ought they not?

Mr. ALLEN. No; there ought to be some examiners there. There is a great amount of clerical work and a great amount of examining work. They should not all be clerks. The work could not be properly done.

Mr. TAWNEY. This examining work requires some executive ability?

Mr. ALLEN. Yes; it is very careful work. There is a tremendous amount of it in that division, but I want to call the attention of the committee to this: We have been obliged, in order to swing the great additional volume of work in that division, which you may characterize as being easier than the examinations for patent, to take away

from divisions already suffering, where they were needed for the examinations of patent applications, a force which they could not spare, and where they themselves needed additional force. Now, the fact is that the applications of all sorts presented to our Office have increased from 46,000 in 1899 to 74,626 in the last year—an increase of 62 per cent.

Mr. LITTAUER. That is in the last how many years?

Mr. ALLEN. In the last six years; 62 per cent.

Mr. LITTAUER. How much did they increase this last year?

Mr. ALLEN. The increase last year in mechanical applications was 2,866; in trade-mark applications it was 13,700.

Mr. LITTAUER. Making a total of how many?

Mr. ALLEN. Seventy-four thousand six hundred and twenty-six.

Mr. LITTAUER. Then your increase last year was a little less than 4 per cent?

Mr. ALLEN. I have not mentioned all the other elements entering into that increase, which would increase the total amount and largely increase the percentage.

Mr. LITTAUER. Combine those figures, then.

Mr. ALLEN. There are other elements contributing to that increase besides those I have named.

Mr. LITTAUER. Name some of them, will you please?

Mr. ALLEN. There are applications for patents, for designs, and applications for reissues; there are applications for registration of prints and of labels. The comparative statement of those things you will find in this printed copy of my report to Congress, as a comparative statement of the business from the year 1837 to the year 1905. That is on page 1480 of this publication, where you may read the year 1905 as against the year 1904.

Mr. LITTAUER. Comparative amount of business for the year 1905 with that for 1904? You had but 54,000 applications.

Mr. ALLEN. Fifty-four thousand nine hundred and seventy-one applications for patents.

Mr. TAWNEY. How many applications for patents did you have last year?

Mr. ALLEN. Fifty-four thousand nine hundred and seventy-one.

Mr. TAWNEY. How many examiners have you in all to examine these applications?

Mr. ALLEN. Two hundred and seventy-two.

Mr. TAWNEY. That would average about how many cases—how many applications to an examiner?

Mr. LITTAUER. About 200 a year for each one.

Mr. TAWNEY. That is less than one a day; perhaps about one a day, considering that you take out holidays and leaves of absence and Sundays.

Mr. LITTAUER. We have more than 200 working days in the year.

Mr. BRICK. You say fifty-four thousand last year?

Mr. ALLEN. Yes, sir.

Mr. BRICK. How much was it the year before?

Mr. ALLEN. Fifty-two thousand one hundred and forty-two. I believe the comparative statement of cash received in the table to which I referred will show you the regularity and steadiness of the growth of our work right straight along.

Mr. BRICK. Those on patents. Now, how has been the increase in the last few years as to trade-marks?

Mr. ALLEN. Last February—February 20 of last year—the trade-mark act—the new act—was passed, which reduced the fees from \$25 to \$10. It took effect April 1. It has been in operation nine months of the last calendar year, for which this report was made. It produced six and one-half times as many cases as the preceding year, and it simply swamped that division and forced me to draw from elsewhere to that office people to aid them who were very much needed elsewhere.

Mr. BRICK. That rush will not continue right along, will it?

Mr. ALLEN. The reduction of the fee is going to result finally in the adoption of the habit of regular registration in the United States Patent Office. It has been very much stimulated by it. I will say, however, that we did catch a gush of unusual dimensions at first.

Mr. BRICK. What is the patent fee?

Mr. ALLEN. Fifteen dollars on making the application and \$20 when the patent issues.

Now, may I have the privilege, gentlemen, of pointing out this? During these years—1901, 1902, 1903, 1904, 1905, and 1906—I have here a table of the increase of force which has been given to us, and it will show just the net result to which I have referred here, that we have only got about one-third of the increase of force in comparison with the increase of work that has come to us. That sort of thing can not keep up forever. You have got to have the people in some equal measure with the work that comes in, and it was just exactly the added burden of the trade-mark work that broke the back of that office. I will say that since that time no one interested in the welfare of the office and of the work that it does should be anything but discontented at the delays which we have had to make in our work.

Mr. LITTAUER. How many people did you have to take away from your other work and devote to the trade-mark work?

Mr. ALLEN. About 14.

Mr. LITTAUER. Your force was increased last year 16.

Mr. ALLEN. Yes; but would have doubled the number if I could have spared them. Now, take examiners from the division—

Mr. LITTAUER. Have you attempted to simplify the methods whereby this trade-mark work can be properly attended to?

Mr. ALLEN. We surely have. We have tried to do that thing in as simple and expeditious a way as possible. It is a very careful matter, and when men are searching for anticipatory material there, for trade-marks or patents, hurry is only going to result in the issuance by the United States Patent Office of patents that have been badly searched.

Mr. LITTAUER. Patents need careful examination; but do trademarks?

Mr. ALLEN. That work needs an examination of everything that is registered in the Office.

Mr. LITTAUER. Very true; but that is not work that requires a great deal of scrutiny?

Mr. ALLEN. I will say that trade-mark examinations are not as difficult or as long as patent examinations.

Mr. LITTAUER. They are not one-tenth as long, are they?

Mr. ALLEN. Oh, yes.

Mr. LITTAUER. Are they a quarter as long?

Mr. ALLEN. I believe, perhaps, they are.

Mr. LITTAUER. I thought a man could handle 4 or 8 or 10 trade-mark cases in the time required to handle only one patent case. Frequently in patent cases you have weeks and weeks of work, whereas in trade-mark cases there is nothing more than would require simply proper scrutiny. It would not require any great length of time?

Mr. ALLEN. You are right. I should say it does not take as much work, but here I have for your consideration a situation in that office which, to my mind, is absolutely discreditable to this great Government. That is a picture of an office which serves a useful purpose to the great body of inventive talent in this country, swamped with its work, taking in money over its counters from men to do their work and not spending it to do that work. The work is piled up, and the good force of that office is hard worked and breaking down under the burden.

Mr. LITTAUER. These men are not paying in the money for doing the work; they are paying the money for fees.

Mr. ALLEN. They are paying the money to have the work done. A sufficient force should be provided to do their work or else the fees should be pushed back and not accepted—not taken. We should furnish the force to do the work.

Mr. TAWNEY. Does your force or any part of it work overtime to any extent?

Mr. ALLEN. Yes, sir; it does work overtime.

Mr. TAWNEY. What part?

Mr. ALLEN. The 272 men to whom I referred, the examining force, work overtime, and it becomes a regular habit with many of the divisions when they get behind.

Mr. LITTAUER. They are generally behind?

Mr. ALLEN. All our divisions are generally behind now; behind where they should be.

#### CLERKS OF 70 YEARS AND OVER.

Mr. TAWNEY. There are some vacancies in some of the divisions now, are there not, to which promotions could be made? I mean there are vacancies in the different divisions to which promotions could be made and where there are people eligible to promotion, but because of age and other considerations they are not deemed competent to do the work in the higher grades, and for that reason the vacancies are not filled? I see by the report made by the President here that there are 15 in your Bureau there who are 70 years of age and over.

Mr. ALLEN. I presume that is true.

Mr. TAWNEY. Do you find that those people who are of that age are as competent to do this work as the younger class of employees?

Mr. ALLEN. I do not presume that a man 70 years of age is as competent to do that work as a younger man in full force and strength.

Mr. TAWNEY. If Congress should require by law the reduction of salaries of people after they reach the age of 68 or 70, would that

enable you then to promote younger men to the higher grades, and would that result in improving the efficiency of your service?

Mr. ALLEN. It would cause probably the resignation of some of our older men. It would leave vacancies to which younger men might be appointed.

I wish to call your attention to the fact, however, that to-day we are up against a very difficult and trying question in the Patent Office, and that is this: The rate of pay given to these men is so small in proportion to the rate of pay offered to a competently trained man in the profession outside—for those men are professionally trained—that we meet in the office the counter attraction of professional opportunity offered to them outside. So here we stand to-day, and although since October there have been two civil service examinations held, I think I am right in saying to you that to-day the Civil Service Commission has not got one single man on its books to send to us. We had an examiner who died a week ago, and I think they have no man to certify to us, and we shall show probably half a dozen more vacancies in the next few months by resignation, owing to the attractions outside, where they get more pay.

We will have great difficulty in getting anybody to go and qualify. The examinations are so hard, the work is of so high a character, and the pay is so moderate in comparison with what is paid outside that the men do not present themselves, or if they do present themselves they come to the Office and stay there a few years only, during which time they are educating themselves and training themselves for doing the work they will do later. Then they go outside, and immediately we meet them as practitioners, practicing before our Office. That is a great hardship to our Office.

Mr. LITTAUER. I do not believe you could place the salaries high enough to prevent that. If you doubled up the salaries you would still have that condition.

Mr. ALLEN. I believe you are right.

Mr. LITTAUER. I notice your principal examiners get only \$2,500. I knew of a case of a young man who received \$1,600 in your Office, and three years after he resigned from your Office he was making—

Mr. ALLEN. I believe a man is able to go out, if he is a good man, and earn the \$2,500 which he would receive as a principal examiner the first year, and if he has good luck he will earn twice that amount, and increasingly larger amounts later.

Mr. LITTAUER. I think that, perhaps, would bring in a lot more examiners in order to get the necessary training.

Mr. ALLEN. Yes; but the fact is that there are so few qualifying under the difficult and searching examinations required that we can not get enough people to come.

Mr. TAWNEY. That is the trouble. You have got to be an expert examiner before you can get into the service.

#### SURPLUS OF RECEIPTS.

Mr. LITTAUER. Before we get down to details, here in this report of yours is a remarkable statement that I can not appreciate. I do not know what warrant of law, or what statute you refer to, that makes you feel that the amount paid in for fees is to be devoted, or should be devoted, to the examination of patents. The fees are established

by law. It is the same fee for inventions widely differing. I have a patent on an ordinary bootjack, for example, and then I may have a telephone patent. One may bring in to the inventor an income of \$10 a year and the other an income of a million dollars a year.

Mr. BRICK. Who knows that?

Mr. LITTAUER. No one knows that. I do not see the propriety of the position you take here as to the income of the Office, or what warrant you have in taking such a position.

Mr. ALLEN. The warrant was stated by Lord Eldon in 1807, and has been accepted by all civilized people ever since.

Mr. LITTAUER. What is that?

Mr. ALLEN. It is this: That the relation existing between the inventor and his government is a contractual relation in which he is given nothing over what he gives. He gives as much as he receives. He gives his invention to all the people, and for that he receives for this short period the right of its exclusive use.

Mr. LITTAUER. That does not bear on the subject that I refer to. You say he pays a fee, and that that fee, in full, should be devoted to the work of passing him through?

Mr. ALLEN. I say that the concrete fact is founded upon the theory of a contractual arrangement, in which each party gives as much as he receives. I believe the money charged should be expended for the legitimate purposes of that business and not pulled over into the general balance of this great country, to be expended for any other part of its work. Those balances are utterly trifling to the whole Government, but they are the lifeblood of our business. We stand here to-day under the malediction of a lot of men who have most justly cursed the way in which their work is delayed. Why? Simply to furnish two or three hundred thousand dollars to the general balance of a Government that expends \$800,000,000 a year.

Mr. LITTAUER. Some of them intentionally delay their patents so as to get a longer period of use after they are allowed. The work should be, I admit, brought as near current as it can be brought. We ought to encourage invention. It brings wealth to the country and to our citizens, but we want to do it in some fair shape. The question in my mind has been why it has cost you so much more during these last six years than prior? The work is not probably any more current to-day than it was then.

Mr. ALLEN. I presume it is not so nearly current to-day as it was then. But you must remember and you must consider in this great increase in the number of patents the enormous increase in our bills at the United States Printing Office.

Mr. LITTAUER. That we do not take care of on this bill.

Mr. ALLEN. But we have to pay the bills, nevertheless.

Mr. BRICK. I want to ask you a question, Mr. Commissioner. You say it ought not to be turned over to any other expenditures of the Government, and you have a surplus of \$350,000?

Mr. ALLEN. Three hundred and twenty-seven thousand dollars.

Mr. BRICK. Do you propose, then, to reduce that surplus by not charging the fee?

Mr. ALLEN. I believe it would be the merest fairness to take that \$327,000 and so moderate the expense charged to the inventor and so perfect the administration of that office by its proper support as vir-

tually to pay in the administration of the Patent Office what is charged as fees for patents.

Mr. BRICK. You do not need \$327,000 worth of additional force?

Mr. ALLEN. No.

Mr. BRICK. That would necessitate, then, the reduction of the fees in order to avoid having a surplus?

Mr. ALLEN. We meet at the present time a peculiar condition in our work. We have taken in during the nine months of 1905 a large number of trade-mark fees for work which is not yet done. That is what makes that balance look so large. But we need this help, and I assure you we can not get along without it.

Mr. BRICK. That is the question: What do you need?

Mr. ALLEN. We have had during the last three years—with all the growth of three years—we have got just ten more examiners, and the work has gone ripping up here in this way. We must have this help, and I assure you it is honestly asked for. We can not get along without it.

Mr. LITTAUER. I think, Mr. Commissioner, that we are well impressed with the fact that the work of your various bureaus is behind and that it ought to be brought up to a more current condition. We have heard that from all sides. The question is, How can we properly appropriate to bring it into better condition?

Mr. TAWNEY. If the increase in the clerical force you have estimated for should be granted, would that bring your work up current? And how long would it take that increased force to bring it about, if it could be brought about at all?

Mr. ALLEN. I will state that if you give me now the increase of force I ask for in examiners and in clerical force, it will be the first time during the last four years that any adequate provision has been made by way of increase.

Mr. LITTAUER. Do not say four years. In 1903 we gave you 38 clerks.

Mr. LIVINGSTON. Answer his question and let those other things go. How long would it be before you could catch up?

Mr. TAWNEY. If the increase were granted, how long would it require to bring up your work current?

Mr. ALLEN. If we could have that force made immediately available—and I believe it ought to be—we would then have to get the men qualified, and get them into our work from the civil service. Then, I assure you, for the first six months those examiners would be in a condition of training. Later we would get the work up. But it would take six months for these men to begin to be of genuine value. In 1903 I have noted here an increase of 35 examiners and 3 clerks—nothing more for the United States Patent Office.

Mr. LITTAUER. How many examiners have you to-day?

Mr. ALLEN. Two hundred and seventy-two.

Mr. LITTAUER. So that you received 35 in 1903, and your force was increased at that time about one-fifth?

Mr. ALLEN. So it was; and the next year we received nothing, and the next year nothing but 10 clerks, and the next year only 10 examiners and 5 clerks.

#### INCREASE OF FORCE ASKED FOR.

Mr. LITTAUER. Now, you ask this year for 1 additional principal examiner at \$2,500, 6 first assistant examiners at \$1,800 each, 8 second

assistant examiners at \$1,600 each, 7 third assistant examiners at \$1,400 each, and 7 fourth assistant examiners at \$1,200 each; a total of 29 more examiners.

Mr. ALLEN. Yes, sir.

Mr. LITTAUER. It would take those examiners at least a couple of years to catch up with the work that is now behind?

Mr. ALLEN. Oh, no; I do not expect it would be so. I think it would be up in the fall of the year 1906.

Mr. LIVINGSTON. That is, this fall?

Mr. ALLEN. If you will make that force immediately available, and I urge you as far as I can that you should do that, we will then get these men as fast as the Civil Service Commission can get men to qualify, and we will set them to work. After about six months they would begin to be of substantial value to us along in the fall, and we ought to make a good showing by January next.

Mr. LITTAUER. If the work is current, you would need so many examiners permanently to do the year's work?

Mr. ALLEN. Yes; we would.

Mr. LIVINGSTON. That is, provided the increase continues.

Mr. ALLEN. Gentlemen, you may safely count that the representative of the United States Patent Office ought to come here and ask you for three new men of each of the examining grades each year; twelve new examiners each year, with corresponding clerical force. That will represent the annual growth of the work. I will say this, you can not see the difficulty of our work if you count it simply by the number of applications. To-day we have 850,000 issued patents. The labor and difficulty of search is much greater than it used to be.

Mr. LITTAUER. Eight hundred and fifty thousand existing patents that are now active?

Mr. ALLEN. No, sir; through all the life of the country, serving, however, not actively, but serving as references to show that the thing is not new. The difficulties of search to-day are very much greater than they used to be. Also, the attorneys of the country have learned their art to that extent that they multiply their work and ours by the way in which they work out their cases. There is more work in them than there used to be. The conditions used to be simpler.

#### PRINTING AND BINDING.

Now, I ask for slight increases here in connection with our work in the Government Printing Office—\$20,000, I believe.

Mr. TAWNEY. In that connection, Mr. Allen, I want to ask you whether, in your experience, you have any suggestion to make us whereby the expense of printing in the Patent Office could be reduced?

Mr. ALLEN. Yes; I take great interest in that question.

Mr. TAWNEY. That comes up on the sundry civil bill, but in view of the fact that that bill will be on here very soon, I want your opinion now.

Mr. ALLEN. Here is my report which I hold in my hand, 10 pages, this particular week. The rest of the weeks of the year it is usually 8 pages. It cost \$19,800 for publishing 8,000 copies of those last year. I asked some of the contractors what they would do it for. Their figures worked out about \$4,200.

(The Commissioner requests that he be recalled in order to state that in the charge of \$19,800 here referred to he learned subsequently were included 198 pages of registrations of trade-marks and covers; and that the bids submitted and averaging \$4,238 for this work were not made to include these items. The result would be more favorable to the Government Printing Office and should be stated in fairness to that office.)

Mr. LITTAUER. Instead of \$19,800?

Mr. ALLEN. Yes; instead of \$19,800. Their figures amounted to \$4,200. There is what I point my finger to. Gentlemen, let us out. Let us out of the Government Printing Office. Let me contract for that thing, and I guarantee to you I will get better figures even than \$4,000 for a year. Think of it, \$19,800. Go through that all, all our printing business; take it all up. Do not begrudge us these poor paltry additions of help to do the work that men are paying for. Do not save at the spigot, but go and cure this thing.

Mr. TAWNEY. What is the aggregate appropriation for printing in the Patent Office? Do you know?

Mr. ALLEN. I have got it here.

Mr. LITTAUER. The difference in that one item is about 450 per cent.

Mr. ALLEN. Let us out of the Government Printing Office.

Mr. TAWNEY. What is the aggregate, Mr. Allen?

Mr. ALLEN. I show here, under the item of expenditures, page 1 of my report, "for printing and binding paid to the Public Printer for the Official Gazette, indexes, printing specifications, and miscellaneous work, \$395,251.38," for the calendar year 1905.

Mr. TAWNEY. Now, I want to ask you whether, in your judgment, based upon your experience, the same difference in cost of that printing which you mentioned in respect to the cost of printing the Gazette would run all through the printing which you have to have done in your department?

Mr. ALLEN. I think it would not run into such large discrepancies as the one that I have mentioned.

Mr. TAWNEY. You have given this considerable thought and investigation? In your judgment what percentage of saving could be made if outside parties had an opportunity to bid generally on the printing of your department?

Mr. ALLEN. If I could answer your question a week later I should be able to present you outside comparisons, but I can not do it to-day.

Mr. TAWNEY. When we take up the sundry civil bill you will have an opportunity to answer that question.

Mr. ALLEN. Yes.

Mr. LITTAUER. Now, the provision which covers your printing states that the entire work may be done at the Government Printing Office if, in the judgment of the Joint Committee on Printing—or if there shall be no joint committee, then in the judgment of the Committee on Printing of the House—it shall be judged to be for the best interests of the Government. Have they determined that you shall do this work at the Government Printing Office?

Mr. ALLEN. I have understood that the statutes, which I can not quote, require that all this work must be done at the Government Printing Office.

Mr. LIVINGSTON. That is what the Secretary said yesterday.

Mr. LITTAUER. Have you ever gone to the Committee on Printing and asked to be relieved of the necessity of expending this \$19,000 in the Government Printing Office?

Mr. ALLEN. This thing, gentlemen, only came to my attention a week ago.

Mr. LITTAUER. You had better take it up.

Mr. ALLEN. I have taken it up.

Mr. LITTAUER. If you would read the law covering this expenditure here—producing drawings of weekly issues of patents—that is what you refer to?

Mr. ALLEN. No, sir; I only refer to the bills presented to my office for publishing this which I hold in my hand [indicating].

Mr. LITTAUER. What do you call that?

Mr. ALLEN. That is the letter press portion of the Official Gazette. Eight thousand copies are published each week.

May I tell you, by way of apology, why I have not brought this matter forward earlier? The bills for printing of the United States Patent Office are presented in the Department headquarters, the office of the Secretary of the Interior, and are sent to me with a letter of transmission saying, "The prices are the same as charged by the Public Printer. Please cause the amount to be transferred from the appropriation for producing the Official Gazette, etc., to the appropriation for printing and binding for the Department of the Interior, and notify this office of your action;" and I transfer them. A little while ago, upon an apportionment of each general appropriation for the four quarters of the year, it was said to me from our Gazette division, "You must look out; you can not print the indexes to these volumes." "Why not?" "The appropriations for the Government Printing Office are nearly used up." "Why so?" "So much so that we can not print our indexes."

Last week I got the next monthly bill for January to approve, and here was an item of something over \$2,000 for five issues of this which I hold in my hand, a pamphlet of 8 pages, four weeks; 10 pages, one week; 7,500 copies. The item was \$2,011.30. I said, "See what you can get that printed for outside on contract." They figured on it and we got their bids and averaged them, and figured it up to \$427.87.

(Mr. Allen stated later that the trade-mark registrations and covers were not included in these bills and would have increased them correspondingly if included.)

Mr. BRICK. About five times as much, all the way through?

Mr. ALLEN. Yes; I said, "I beg you will let me refuse to approve that bill, and let it be transmitted to the Government Printer with the request that he will see if some error has not been made in making up that charge, in view of the fact that I can do it for about one-fifth, and in view of the fact that to-day we can not print the indexes of my office because my portion is used up on these bills." It is all presented to us in the last six months for things of the same sort. I hold this bill, and I have not sent it up.

Mr. LITTAUER. You believe you can cut it down at these figures outside, and perhaps at a still closer price?

Mr. ALLEN. I feel absolutely sure of it. Let me out of that Printing Office.

## PURCHASE OF PROFESSIONAL BOOKS.

Mr. LITTAUER. Your professional books require \$2,500 a year. Is that ample?

Mr. ALLEN. That is sufficient for the present.

## PHOTOLITHOGRAPHING FOR THE OFFICIAL GAZETTE.

Mr. LITTAUER. Now, for photolithographing for the Official Gazette, \$80,000. Do you use all that money?

Mr. ALLEN. I will read you the item of expenditure of last year in my report. I take from my report to Congress the expenditures for photolithographing the Official Gazette for 1905, and that is \$67,160.

Mr. LITTAUER. Your appropriation was \$80,000?

Mr. ALLEN. Yes.

Mr. LITTAUER. So the balance was turned into the Treasury?

## PRINTING AND BINDING.

Mr. ALLEN. The balance goes back in. I do not want to wriggle out of giving you a direct answer to these questions about printing. I am responsible, and I will accept absolute responsibility for those remarks.

Mr. LIVINGSTON. We had them from your chief yesterday; the same thing, almost.

Mr. LITTAUER. Now, that work is done at the Government Printing Office?

Mr. ALLEN. That work is done by private contract outside. Let me say in that connection that in the last three years we have succeeded in stimulating a healthy competition in that matter, and now that work is divided among four different photolithographers, and that work is now got out at figures lower than we ever have known it.

Mr. LITTAUER. You advertise with specifications?

Mr. ALLEN. Yes; and scatter them widely throughout the country.

Mr. LITTAUER. Scatter them and award the contracts to the lowest bidders?

Mr. ALLEN. Always to the lowest bidders.

Mr. LITTAUER. You give the contracts to the lowest bidders when you do advertise?

Mr. ALLEN. The contract is given to the lowest bidder, provided that man possesses an establishment which makes it seem that he is a genuine and effective bidder.

Mr. LITTAUER. If we are going to carry out steps in the way of placing this printing or similar work entirely in your hands, it must be safeguarded so that no scandal will come up that any man is getting a percentage of it. You remember we must provide for this by law.

Mr. ALLEN. We are doing it to-day with our photolithography. We are contracting for it to-day under conditions of economy and excellence of execution which can not be beaten.

Mr. LITTAUER. Are your contracts entered into after advertisement?

Mr. ALLEN. Yes.

Mr. LIVINGSTON. If you advertise them and do not award them to the lowest bidder you say he has not an establishment that you think can perform the duties; is that it?

Mr. ALLEN. It might be.

Mr. LIVINGSTON. Don't you put that man under bond for his work? If you go to work and give your contract out to somebody other than the lowest bidder you will get into trouble.

Mr. ALLEN. I appreciate the delicacy of anything of the sort. My own opinion is that they should always be given to the lowest bidder who presents any reasonable picture of ability to carry out the work he undertakes.

Mr. LIVINGSTON. That word "reasonable" is a big playground that you can play in on both sides. You should put it this way: If he does the work.

Mr. ALLEN. It is a pleasure to me to-day to look over our contract work and see the economies we have introduced in the last few years—the reduction per page of price and the benefits of good, healthy competition.

#### CUSTODY OF OLD MODELS.

(See also pp. 426, 427.)

Mr. TAWNEY. There is another matter that I want to inquire about. The Government is now paying \$19,500 for the rent of a building on G street for the housing of models.

Mr. ALLEN. Yes; that is the Union Building, and the models are the old Patent Office models.

Mr. TAWNEY. Are those models used by your examiners, or are they ever examined in connection with interferences or anything of that kind?

Mr. ALLEN. Those models to-day are of very little importance, for this reason: They have almost entirely stopped since 1880. They relate to old cases. We are by statute required to keep them arranged and classified, so that they may be open to public inspection. That is, by section 484 of the Revised Statutes.

I wish to tell you precisely the relation of those things to present-day considerations. They were introduced as a part of the record of a patent in those early days when the drawings were poor and the specifications were poor, in reliance largely upon the models. Therefore, if you would read some patents of fifty years ago and read the specifications through and look the drawings through, you would still have doubts arising there that could only be settled by the use of the model, because in those days they rested upon the model for that purpose. To-day the practice is to make the specifications and drawings cover absolutely the whole case, and thereby dispense with the model. But because those old models are a portion of the patent records of those early days those patent records of those early days would be incomplete without them, and I do not see how we can ever destroy them or ever get rid of them. I do not know what we can do without them.

Mr. TAWNEY. Do you know from your own knowledge whether or not the examiners to-day use them in connection with the examination of patents, or, if you do not know, can you tell us what man in the Bureau would be able to give us personal knowledge of the fact as

to whether they are of any utility in the matter of the examination of applications for patents?

Mr. ALLEN. I can assure you of a thing that might come up any day, and that would be the proper consideration of an early patent in which you might have to-day to go back and look at those models. They are of little value, and yet I had occasion in my own experience some years before I was Commissioner of Patents, in defending a patent case, to find in an old model there what the patent itself did not show, and a certified copy of that model led the party who was prosecuting to abandon his case. I could not have proved it without that model.

Mr. TAWNEY. There may be rare instances when it may be necessary to refer to them, but the question is whether it is necessary to rent a building of \$19,500 for the purpose of storing them merely for the gratification of the public in looking at them and admiring them as matters of curiosity. I understand the statute fixes it.

Mr. ALLEN. I will say, Mr. Tawney, that the cost of their housing and exhibition, to my mind, is altogether disproportionate to their real value. If a fire should ever burn them all up, I should consider that we are rid of a great expense for which we get very little back.

Mr. TAWNEY. Practically an unnecessary expense?

Mr. LITTAUER. Do you not think they could be packed into a building that would cost us one-quarter of that building for rental?

Mr. ALLEN. I think they could.

Mr. LIVINGSTON. If they could take them out of public view entirely, why not burn them?

Mr. ALLEN. I question the right to do that. I call your attention to the number. They are estimated by Mr. Gill, in charge of them, at 150,000 models. You see there are a great many of them.

Mr. LITTAUER. Why don't you go and hire a building, say, that would cost you three or four or five thousand dollars, and pack these things away there? You do not think any real good comes to the visitor who examines these?

Mr. ALLEN. I know that the statute requires the Commissioner to arrange these in suitable cases and keep them for exhibition, and the rooms and galleries should be kept open for inspection.

Mr. TAWNEY. When was that statute enacted?

Mr. ALLEN. It is a part of the Revised Statutes.

Mr. TAWNEY. How many attendants are there in charge of this model exhibit?

Mr. ALLEN. Five employees, whose combined salaries amount to \$3,940. The rental, I suppose, is \$19,500. The total cost of maintaining that exhibit would then be \$23,440.

Mr. TAWNEY. We were told yesterday that there were some twelve or fourteen attendants there. Are these five attendants there constantly?

Mr. ALLEN. These five employees are of the Patent Office force. The watchman's force is not the Patent Office force, but from departmental headquarters; and probably in that estimate they have been added to the number which I quoted to you.

Mr. TAWNEY. Are the five men you have mentioned there in the Patent Office all the time, or are they doing work elsewhere in the Patent Office?

Mr. ALLEN. I believe they are entirely occupied in that building. I believe their time is entirely occupied in that work.

Mr. LIVINGSTON. You do not know that?

Mr. ALLEN. I understand that.

Mr. TAWNEY. I understand there are only two watchmen from the Department.

Mr. ALLEN. We have a superintendent of those things, and that would make four other employees.

Mr. TAWNEY. Have you any figures showing the average number of people visiting this exhibit daily?

Mr. ALLEN. It is estimated by Mr. Gill, in charge of them, at 40 visitors daily, on the average.

Mr. BRICK. Do they come for instruction or just out of curiosity? Do they get anything out of it?

Mr. ALLEN. They come for both. Probably they come more out of curiosity than for instruction.

Mr. BRICK. Do you think it is worthy of the expense—the benefit that comes out of it purely for visitors?

Mr. ALLEN. I would consider it an unmixed blessing if, without any wrong done, those models could be burned up.

#### LETTERPRESS, OFFICIAL GAZETTE.

Mr. LITTAUER. Your estimate for work to be done at the Government Printing Office in producing the Official Gazette is \$120,000?

Mr. ALLEN. Yes, sir.

Mr. LITTAUER. If we should omit provision for the work to be done at the Government Printing Office and permit you to have that work done by contract, what would your estimate be?

Mr. ALLEN. In place of that \$120,000?

Mr. LITTAUER. Yes.

Mr. TAWNEY. If you can not answer it now, you can later.

Mr. ALLEN. This would be rather speculation, you know.

Mr. LITTAUER. Will you write us a letter about it?

Mr. ALLEN. I will. (See p. 478.)

Mr. LITTAUER. Send such letter to us during the coming week.

Mr. ALLEN. I will be very glad to do so.

#### PRODUCING COPIES OF DRAWINGS OF PATENTS, ETC.

Mr. LITTAUER. Then for producing copies of drawings of weekly issues of patents and copies of drawings of trade-marks and pending applications—

Mr. BRICK. Why not send to us a statement of all the printing you have done in this bill by the Government Printing Office and what your estimates would be if you were given the privilege of contracting it out?

Mr. LITTAUER. Yes; and you will find your estimates in this bill for that on pages 202 to 204.

Mr. TAWNEY. Give us your estimate of what the work would be if you were authorized to have it done by contract.

Mr. ALLEN. I will.

The following tables present a comparative statement of the business of the Patent Office since the enactment of the statute of 1836 and exhibit in detail the business of the Office during the last calendar year:

*Comparative statement of the business of the Office from 1837 to 1905, inclusive.*

Year.	Applications.	Caveats filed.	Patents and re-issues.	Cash received.	Cash expended.	Surplus.
1837			435	\$29,289.08	\$33,506.98	
1838			520	42,128.54	37,338.92	\$4,784.62
1839			425	38,019.97	34,543.51	3,476.46
1840	765	228	478	38,066.51	39,020.67	
1841	847	812	495	40,413.01	52,666.87	
1842	761	291	517	36,505.63	31,241.43	5,264.20
1843	819	315	519	35,315.81	30,776.96	4,538.85
1844	1,045	380	497	42,509.26	36,344.53	6,164.73
1845	1,246	452	503	51,076.14	39,395.65	11,680.49
1846	1,272	448	638	50,264.16	46,158.71	4,105.45
1847	1,581	533	669	63,111.19	41,878.35	21,282.84
1848	1,628	607	653	67,676.69	58,906.84	8,670.85
1849	1,956	595	1,077	80,752.78	77,716.44	3,036.34
1850	2,198	602	993	86,927.05	80,100.95	6,826.10
1851	2,258	760	872	96,738.61	86,916.93	8,821.68
1852	2,639	996	1,019	112,066.34	95,916.91	16,139.43
1853	2,673	901	961	121,527.45	132,869.83	
1854	3,324	868	1,844	163,749.84	167,146.32	
1855	4,435	906	2,013	216,459.35	179,540.33	36,919.02
1856	4,960	1,024	2,505	192,588.02	199,931.02	
1857	4,771	1,010	2,896	196,182.01	211,582.09	
1858	5,384	943	3,710	203,716.16	198,193.74	10,522.42
1859	6,225	1,079	4,538	245,942.15	210,278.41	35,663.74
1860	7,658	1,094	4,819	256,352.58	252,820.80	3,581.79
1861	4,643	700	3,340	137,354.44	221,491.91	
1862	5,038	824	3,521	215,754.99	182,810.39	32,944.06
1863	6,014	787	4,170	195,593.29	189,414.14	6,172.15
1864	6,972	1,063	5,020	240,919.98	229,868.00	11,061.98
1865	10,664	1,932	6,616	348,791.84	274,199.34	74,592.60
1866	15,269	2,723	9,450	495,665.38	361,724.28	133,941.10
1867	21,276	3,597	13,015	646,581.92	639,263.82	7,318.60
1868	20,445	3,705	13,378	681,565.86	628,679.77	52,886.09
1869	19,271	3,624	13,986	693,145.81	486,430.74	206,715.07
1870	19,171	3,273	13,321	669,456.76	557,147.19	112,309.57
1871	19,372	3,366	13,033	678,716.46	562,091.64	116,624.82
1872	18,246	3,090	13,590	699,726.39	665,595.00	34,131.39
1873	20,414	3,248	12,864	703,191.77	691,178.98	12,012.79
1874	21,602	3,181	13,599	738,278.17	679,288.41	58,959.76
1875	21,638	3,094	14,837	743,453.36	721,657.71	21,796.65
1876	21,425	2,697	15,595	757,947.65	652,542.60	105,445.05
1877	20,308	2,409	14,187	732,342.45	613,182.62	119,190.23
1878	20,260	2,755	13,444	725,375.55	598,082.89	132,292.66
1879	20,059	2,620	13,213	703,931.47	529,638.97	174,292.50
1880	23,012	2,490	13,947	749,685.32	538,467.17	210,820.15
1881	26,059	2,406	16,584	853,665.89	605,173.28	248,492.61
1882	31,522	2,553	19,267	1,009,219.45	683,867.67	325,351.78
1883	34,576	2,741	22,383	1,146,240.00	675,234.86	471,006.14
1884	35,600	2,582	20,413	1,075,798.80	970,579.76	105,219.04
1885	35,717	2,552	24,233	1,184,049.15	1,024,378.85	163,710.30
1886	35,968	2,513	22,508	1,154,561.40	992,503.45	162,047.96
1887	35,613	2,622	21,477	1,144,509.60	994,472.22	150,037.88
1888	35,797	2,251	20,506	1,118,516.10	973,108.78	145,407.32
1889	40,575	2,481	24,158	1,281,728.05	1,062,955.96	228,772.09
1890	41,048	2,311	26,292	1,340,372.66	1,099,297.74	241,074.92
1891	40,552	2,408	23,244	1,271,285.72	1,139,713.85	152,572.43
1892	40,753	2,290	23,559	1,246,331.84	1,110,739.24	175,592.59
1893	38,473	2,247	23,769	1,242,871.64	1,141,038.45	101,833.19
1894	38,439	2,286	20,867	1,187,439.58	1,100,047.12	87,392.46
1895	40,580	2,415	22,057	1,245,246.93	1,106,389.49	138,857.44
1896	43,982	2,271	23,373	1,321,059.83	1,113,413.71	210,646.12
1897	47,905	2,176	23,794	1,375,641.72	1,122,843.13	252,798.69
1898	35,812	1,659	22,267	1,137,734.48	1,136,196.20	1,538.28
1899	41,443	1,716	25,527	1,325,157.03	1,211,783.73	113,678.30
1900	41,980	1,731	26,499	1,350,828.58	1,260,019.62	90,808.91
1901	46,449	1,842	27,373	1,418,398.16	1,297,385.64	152,012.52
1902	49,641	1,851	27,886	1,552,859.08	1,393,815.54	159,513.54
1903	50,213	1,771	31,699	1,642,201.81	1,448,645.81	193,556.00
1904	52,143	1,808	30,934	1,657,326.53	1,476,000.38	181,326.15
1905	54,971	1,896	30,399	1,806,758.14	1,479,633.22	327,124.92

**DEPARTMENT OF THE INTERIOR,  
UNITED STATES PATENT OFFICE,  
Washington, D. C., February 21, 1906.**

Hon. JAMES A. TAWNEY,

*Chairman Committee on Appropriations,*

*House of Representatives, Washington, D. C.*

DEAR SIR: At the hearing before your committee February 16 I was asked by Mr. Brick:

Why not send us a statement of all the printing you have done in this bill by the Government Printing Office, and what your estimates would be if you were given the privilege of contracting it out?

This I promised to do, and in compliance with this request I have directed Mr. Irelan, chief clerk of this Office, to prepare specifications for bids, and to issue these specifications to prospective bidders as quickly as possible. This will, however, consume several days, in order to submit this printing in definite shape so as to admit of obtaining intelligent and accurate consideration on the part of prospective bidders.

Pending the receipt of other data required by Mr. Brick's request, I send you herewith copy of a letter issued by the chief clerk of this Office February 9 inviting bids for letterpress of the Official Gazette, with the sample furnished. I inclose also copies of letters received from three bidders in answer to such letter and copy of Mr. Irelan's report relating thereto. These were the bids referred to by me when before your committee on February 16. Since that time I have learned that the sample submitted to these bidders was not the entire letterpress of the Official Gazette referred to in the Public Printer's bill to which the chief clerk calls attention, and therefore I believe that in fairness to the Public Printer it should be stated to you that in the last half of the year 1905 the registrations of issued trade-marks, during twenty-six weeks, aggregated 198 printed pages, and that the covers of the Official Gazette should also have been included. These changes would have made a more favorable showing in behalf of the Public Printer, and I have asked that my statement to your committee be changed in accordance with these suggestions.

Very respectfully,

F. I. ALLEN, *Commissioner.*

**DEPARTMENT OF THE INTERIOR,  
UNITED STATES PATENT OFFICE,  
Washington, D. C., February 9, 1906.**

Messrs. JUDD & DETWEILER,

*420 Eleventh Street, N.W., Washington, D. C.*

GENTLEMEN: Will you kindly furnish me by bearer an estimate of what you would charge per year to furnish weekly 7,500 or 8,000 copies of the letterpress of the Official Gazette. Sample copy inclosed.

Your courtesy will be appreciated.

By direction of the Commissioner.

Very respectfully,

C. M. IRELAN, *Chief Clerk.*

Copy of above letter also sent to Gibson Brothers and Mr. George E. Howard.

WASHINGTON, D. C., February 9, 1906.

**Hon. C. M. IRELAN,***Chief Clerk, United States Patent Office,**Department of the Interior, Washington, D. C.*

DEAR SIR: I am in receipt of yours of to-day asking for an estimate or furnishing weekly 7,500 or 8,000 copies of the letterpress of the Official Gazette as per sample inclosed. In reply, will say that I will be pleased to do this work at the rate \$10 per thousand copies on a weekly contract, guaranteeing the same to be as good, if not better, than the original sample sent me.

I sincerely trust to be favored with this order, and promising to give the best attention to same, I am,

Yours, very respectfully,

GEO. E. HOWARD.

WASHINGTON, D. C., February 9, 1906.

**C. M. IRELAN, Esq.,***Chief Clerk, United States Patent Office.*

DEAR SIR: We are unable to make a close estimate for furnishing the Official Gazette to-day, but submit approximate figures, as follows:

7500 copies.....	\$83.00
8000 copies.....	89.00

These figures are for one issue and include composition, paper, presswork, folding, and tipping—no trimming—and are based on your sample dated Tuesday, February 6, 1906.

Very respectfully, yours,

GIBSON BROS.

WASHINGTON, D. C., February 9, 1906.

**Mr. C. M. IRELAN.**

DEAR SIR: We find that the first edition of sheet like that sent us will cost \$86.50 for the 7,500, and \$92.50 for 8,000. If the table on page 1 is kept standing the next edition will cost, say, \$10 less.

Yours,

GEO. H. JUDD.

DEPARTMENT OF THE INTERIOR,  
UNITED STATES PATENT OFFICE,  
Washington, D. C., February 13, 1906.

**The COMMISSIONER OF PATENTS.**

SIR: Referring to the Public Printer's recent communications relative to the cost of the letterpress of the Official Gazette for the year 1905, I have the honor to say that from Mr. Stillings's last communication, dated the 9th instant, it appears that he intended his first estimate to cover only the cost of the 500 loose copies of the letterpress and not the cost of the entire edition—7,500—including those which are bound with the illustrated pages of the Gazette furnished by the photolithographer.

As Mr. Stillings's report confirms the report received from the Issue and Gazette Division that the cost of all copies of the letterpress for the calendar year of 1905 was \$19,827.31, that amount is undoubtedly correct.

Your attention is invited to three noncompetitive estimates received from outside printers to furnish 7,500 copies weekly of the letterpress, which indicate that this work may be done at a cost of \$81.50 per week, or \$4,238 for the year.

As the Printing Office bills for the letterpress are about five times this amount, it would seem that the Patent Office is charged out of all proportion for the work.

Very respectfully,

C. M. IRELAN,  
*Chief Clerk.*

OFFICIAL GAZETTE.

DEPARTMENT OF THE INTERIOR,  
UNITED STATES PATENT OFFICE,  
*Washington, D. C., February 23, 1906.*

Hon. JAMES A. TAWNEY,

*Chairman Committee on Appropriations,  
House of Representatives, Washington, D. C.*

DEAR SIR: Referring to the request of your committee for estimates of the cost of producing the Official Gazette of the United States Patent Office by contract, I transmit herewith copy of a letter of Mr. Charles M. Irelan, chief clerk of this Office, relating to this subject, in which you will note that he estimates that in the production of the illustrated pages only of the Official Gazette a saving of \$48,000 might be made, basing his estimate upon an assumed issue of patents requiring 14,000 illustrated pages for the year. This would be irrespective of any economies which might be accomplished in the production of the letterpress, covers, and indexes of this publication and which, added to the figures presented in the letter of the chief clerk, would cover the material for which appropriations of \$200,000 are estimated in the appropriation bill now under consideration by the committee.

Very respectfully,

F. I. ALLEN,  
*Commissioner.*

DEPARTMENT OF THE INTERIOR,  
UNITED STATES PATENT OFFICE,  
*Washington, D. C., February 23, 1906.*

The COMMISSIONER OF PATENTS.

SIR: Answering the interrogatories given you by Mr. Tawney, Mr. Littauer, and Mr. Brick, of the Appropriations Committee of the House of Representatives, which read as follows:

Mr. LITTAUER. If we should omit provision for the work (printing the Official Gazette) to be done at the Government Printing Office and permit you to have that work done by contract, what would your estimate be? (Estimate in place of \$120,000.)

\* \* \* \* \*

Mr. BRICK. Why not send us a statement of all the printing you have done in this bill (Official Gazette) by the Government Printing Office and what your estimates would be if you were given the privilege of contracting it out?

\* \* \* \* \*

Mr. TAWNEY. Give us your estimate of what the work would be if you were authorized to have it done by contract.

I have the honor to report that communications similar to the inclosed were sent on the 21st instant to three different companies, two in this city and one in New York, and it is expected replies will be received shortly.

However, as the Appropriations Committee desires information this week, showing the estimated reduction in the cost of producing the Gazette by contract, I have to say that Mr. Stillings, the Public Printer, in conversation with Mr. Mortimer and myself in his office, after figuring on this matter, estimated that the Printing Office cost for producing all of the illustrated pages only of the Official Gazette (about 300 each week), if the Patent Office would furnish the zinc etchings for the drawings shown, would be about \$9 per page. To this would have to be added the cost for zinc etchings, which would be about \$13,000 per annum.

The Sackett & Wilhelms Lithographing and Printing Company, of New York, in a communication received February 19, 1905, offered to produce all of these illustrated pages of the Gazette

\* \* \* and the drawings, containing whatever illustration might be selected for reproduction in the Gazette from you, and delivering the completed signatures to the Government Printing Office, as we now do, without further trouble or handling on your part, for a price of about \$6.50 per page on an edition of 7,000 copies weekly.

On a basis of 14,000 pages a year for the Gazette, I estimate the cost as follows:

Government Printing Office:

14,000 pages, at \$9 per page.....	\$126,000
Zinc etchings.....	13,000
	<u>\$139,000</u>

Sackett & Wilhelms Lithographing and Printing Company:

14,000 pages, at \$6.50 per page.....	<u>91,000</u>
---------------------------------------	---------------

The estimated saving would be..... 48,000

The cost of the letterpress, covers, and indexes would be in addition to these amounts. Bids have been called for covering these items.

Altogether these cover the matters for which estimates of \$200,000 are called for in this bill.

I am convinced a great saving to the Government can be made by having this publication produced in its entirety by contract if Congress will permit the Office to have the printed pages, in addition to the illustrated pages, done by contract.

Very respectfully,

C. M. IRELAN,  
*Chief Clerk.*

I believe the chief clerk's statement set forth above to be correct.

W. W. MORTIMER,  
*Chief of the Division of Photolithography.*

**DEPARTMENT OF THE INTERIOR,  
UNITED STATES PATENT OFFICE,  
Washington, D. C., February 21, 1906.**

**The NORRIS PETERS COMPANY,  
458 Pennsylvania avenue, Washington, D. C.**

**GENTLEMEN:** I am directed by the Commissioner to request you to submit an estimate of the cost of furnishing 7,000 copies, weekly, of the printed portion of the Official Gazette.

The matter of having all of the work in connection with the Official Gazette done by contract is now under consideration.

In addition to your estimate for all of the printing included in the Official Gazette, it is requested that you also submit estimates for the following:

- 2,000 extra copies of the index of "published" trade-marks, to be stitched with the Trade-Mark Supplement. (Exhibit A.)
- 500 extra copies of the "letterpress," or summary of the work each week and Commissioner's decisions. (Exhibit B.)
- 235 copies monthly index of patentees and inventions. (Exhibit C.)
- 7,000 copies bimonthly index. (Exhibit D.)
- 7,000 copies annual index. (Exhibit E.)
- 7,000 title pages and digests of decisions for bimonthly volumes. (Exhibit F.)
- 210 pages weekly, more or less, 4 copies each, of the claims and titles for the dummy cards. (Exhibit G.)

The price per page is desired for every item.

Very respectfully,

**C. M. IRELAN,  
Chief Clerk.**

---

**FRIDAY, February 16, 1906.**

**BUREAU OF EDUCATION.**

**STATEMENT OF MR. WILLIAM T. HARRIS, COMMISSIONER OF EDUCATION.**

**Mr. LITTAUER.** Mr. Commissioner, you ask for two changes in your force. You submit an increase for your chief clerk of \$200 and you ask for two additional copyists. Is that right, sir?

**Mr. HARRIS.** Yes, sir.

**Mr. LITTAUER.** The copyists are mere transfers, and the other is a promotion that you desire to make?

**Mr. HARRIS.** Yes, sir; an addition of \$200 only.

**Mr. LITTAUER.** How much do you have for printing in your Bureau?

**Mr. HARRIS.** We do not have any special allowance, but Congress orders, as a regular annual expense, the printing of our annual report. We have sometimes small documents of a thousand copies or less that the Secretary is authorized to print for us, and I think we might average four or five hundred dollars a year for that kind of printing.

**Mr. LITTAUER.** How much does the printing of your annual report cost?

Mr. HARRIS. The part we have of it costs about \$31,000. It has run up to \$34,000 in former years, but it has been a little less in the last four or five years.

Mr. LITTAUER. What character of work is your force engaged in?

Mr. HARRIS. In collecting statistics in regard to education from the States, municipalities, and institutions, and the tabulation of that, and the printing and distribution of the annual report back to them, so that it is directly an aid to the people engaged in education all over the United States, so that each one can consider what its own statistics are in regard to the extent and management and things of that kind, and compare it with all the others. The idea is that while there is no direct control over the subject of education by the General Government there is this that the General Government can do for the assistance of the States which the States themselves can not do. It can furnish the statistics of the whole country and the experience with regard to it, and it affords a very efficient local self-government.

Mr. LITTAUER. The cost of that to the Federal Government is \$100,000 a year?

Mr. HARRIS. Yes, sir; I think that is about it, substantially.

## NAVY DEPARTMENT.

### CONTINGENT EXPENSES.

NAVY DEPARTMENT,  
*Washington, February 24, 1906.*

SIR: Replying to the telegram, dated the 14th instant, of the chairman of the Subcommittee on Appropriations, House of Representatives, in charge of the legislative, executive, and judicial appropriation bill, requesting to be furnished with a statement showing, for the fiscal year 1905, how much was expended, on the approval of the Secretary of the Navy, for the Secretary's office and that of each other office and bureau of the Navy Department, out of the regular appropriation of \$14,000 for contingent expenses carried in the legislative, executive, and judicial appropriation bill, together with the amounts expended for the same purpose on approval of chiefs of bureaus for each of the bureaus and offices of the Navy Department out of other appropriations than that above mentioned, I have the honor to inform you that under date of the 16th instant the Department addressed the following letter to the chiefs of the various bureaus of the Navy Department on the subject, viz:

To answer an inquiry of the Committee on Appropriations of the House of Representatives, you will furnish the Department, as soon as practicable, a statement showing the amount of money expended for stationery, furniture, newspapers, plans, drawings, drawing material, freight, expressage, postage, and other absolutely necessary expenses of a miscellaneous character for official purposes in the bureau proper at Washington which was paid from any appropriations made in the act entitled "An act making appropriations for the naval service for the fiscal year ending June 30, 1905, and for other purposes," stating the specific appropriation under the bureau from which supplies or services were paid upon your approval. This does not apply to money expended for stationery, furniture, newspapers, plans, drawings, drawing material, freight, expressage, postage, and other absolutely necessary expenses of a miscellaneous character used in the various navy-yards and offices outside the bureau proper at Washington.

Answers have been received from the various bureaus and offices in response to the above-quoted circular letter, and copies of the same are herewith forwarded for your information.

I also inclose a statement showing the amounts appropriated under the head of "Contingent expenses, Navy Department, 1905," together with the amounts expended therefrom by the various bureaus and offices of the Navy Department.

Very respectfully,

CHARLES J. BONAPARTE,  
*Secretary.*

Hon. J. A. TAWNEY,

*Chairman Committee on Appropriations,  
House of Representatives.*

BUREAU OF SUPPLIES AND ACCOUNTS,  
Washington, D. C., February 24, 1906.

SIR: Replying to your letter of the 16th instant, the amount of money expended for stationery, furniture, newspapers, plans, drawings, drawing material, freight, expressage, postage, and other absolutely necessary expenses of a miscellaneous character, including advertising for supplies, for official purposes in the Bureau of Supplies and Accounts (proper) at Washington, which were paid for from any appropriation made in an act entitled "An act making appropriations for the naval service for the fiscal year ending June 30, 1905, and for other purposes," is as follows:

Contingent supplies and accounts, 1905 .....	\$3,914.27
--	------------

Respectfully,

H. T. B. HARRIS,  
*Paymaster-General U. S. Navy.*

The SECRETARY OF THE NAVY.

FEBRUARY 16, 1906.

*Statement of appropriation "contingent expenses, Navy Department, 1905."*

Appropriated March 18, 1904.....	\$12,000.00
Deficiency act, March 3, 1905.....	2,000.00
	<hr/>
	14,000.00

Expended as follows:

Office of Secretary.....	\$6,275.26
Bureau of Navigation.....	2,172.88
Library and Naval War Records.....	480.92
Office Judge-Advocate-General.....	547.33
Office of Naval Intelligence.....	497.26
Bureau of Equipment.....	526.63
Nautical Almanac Office.....	292.62
Bureau of Steam Engineering.....	194.90
Bureau of Construction and Repair.....	265.09
Bureau of Ordnance.....	535.44
Bureau of Supplies and Accounts.....	1,330.72
Bureau of Medicine and Surgery.....	288.90
Bureau of Yards and Docks.....	332.57
	<hr/>
	13,740.52

Unexpended balance .....	259.48
--------------------------	--------

BUREAU OF ORDNANCE,  
Washington, D. C., February 24, 1906.

SIR: In reply to the Department's letter of the 16th instant, requesting a statement showing the amount of money expended for stationery, furniture, newspapers, plans, drawings, drawing material, freight, expressage, postage, and other absolutely necessary expenses of a miscellaneous character for official purposes in the Bureau proper, which was paid from any appropriations made in the act making appropriations for the naval service for the fiscal year ending June 30, 1905, and for other purposes—

1. The following statement shows the expenditures made by this Bureau for such of the objects mentioned as have been purchased, the particular appropriation to which the same were charged being specified as directed, viz:

**From appropriation "Contingent, ordnance, 1905:"**

Express charges.....	\$46.57
Telegraphing.....	511.11
Technical periodicals.....	96.68
<hr/>	
	654.36

**From appropriation "Increase of the Navy, armor, and armament:"**

Stationery and envelopes.....	271.87
Boxes, shelving, drawing, tables, etc.....	1,564.01
<hr/>	
	1,835.88

**From appropriation "Ordnance and ordnance stores, 1905:"**

File cases, packing boxes, etc .....	177.44
Stationery and miscellaneous supplies.....	1,317.42
<hr/>	
	1,494.86

**SUMMARY.**

"Contingent, ordnance, 1905" .....	654.36
"Increase of the Navy, armor, and armament".....	1,835.88
"Ordnance and ordnance stores, 1905" .....	1,494.86
<hr/>	
Total .....	3,985.10

Very respectfully,

N. E. MASON,  
*Chief of Bureau of Ordnance.*

The SECRETARY OF THE NAVY.

NAVY DEPARTMENT,  
BUREAU OF YARDS AND DOCKS,  
Washington, D. C., February 17, 1906.

SIR: Referring to the Department's circular letter of the 16th instant, the bureau has the honor to state below the amount of money expended for stationery, furniture, newspapers, plans, drawings, drawing material, freight, expressage, postage, and other absolutely necessary expenses of a miscellaneous character for official purposes in the bureau which were paid from appropriations made in the act

entitled "An act making appropriations for the naval service for the fiscal year ending June 30, 1905, and for other purposes," viz:

[Appropriation: Maintenance, Yards and Docks, 1905.]

Stationery .....	\$381.30
Drawing material .....	515.76
Freight.....	3,863.18
Expressage .....	10.34
Telegrams .....	296.53
Advertising.....	1,482.69
Toilet articles .....	34.15
Total .....	6,583.95

2. The foregoing does not include the pay of draftsmen, expert aids, etc., constituting the technical and drafting force of the Bureau, which for the fiscal year amounted to \$21,626.04, which was paid from appropriation "Plans and specifications for public works."

Very respectfully,

W.M. M. SMITH,  
*Acting Chief of Bureau.*

The SECRETARY OF THE NAVY.

BUREAU OF MEDICINE AND SURGERY,  
Washington, D. C., February 17, 1906.

SIR: In reply to your letter of the 16th instant, requesting certain information in order to answer an inquiry of the Committee on Appropriations of the House of Representatives, I have the honor to inform you that there was expended during the fiscal year 1905 the sum of \$613.68 for stationery, furniture, and expressage for office purposes in the Bureau proper, at Washington, from the appropriation "Contingent, medicine and surgery, 1905," as follows:

Stationery .....	\$118.93
Furniture.....	305.00
Expressage .....	189.75
Total .....	613.68

Very respectfully,

P. M. RIXEY,  
*Surgeon-General, U. S. Navy.*

The SECRETARY OF THE NAVY.

[Memorandum for the Department.]

NAVY DEPARTMENT,  
BUREAU OF NAVIGATION,  
Washington, D. C., February 21, 1906.

Replying to the Department's memorandum of the 16th instant, the Bureau appends below a statement showing the amount of money expended for official purposes in the Bureau proper paid from appro-

priations in the act entitled "An act making appropriations for the naval service for the fiscal year ending June 30, 1905, and for other purposes."

No.	Item.	Appropriation.	Amount.
1	Compendiums of passenger rates.....	Transportation .....	\$45.00
2	Official Railway Guide.....	....do.....	9.00
3	Mimeograph paper.....	Pay, miscellaneous.....	49.86
4	Pasteboard tubes.....	Contingent, navigation.....	6.00
5	....do.....	Rec. navigation.....	125.00
6	Freight and expressage.....	Contingent, navigation.....	135.06
	Total .....		369.98

The purchase of items Nos. 1 and 2 is specifically authorized by appropriation "transportation." The remaining items were not for exclusive use in the Bureau, the mimeograph paper being used to issue reports of target practice to the service and the pasteboard tubes for distributing commissions and recruiting posters.

The sum of \$100 was expended during the year from appropriation "transportation for car tickets for issue to navy-yards." A number of these tickets were used for official purposes connected with transportation in the Bureau proper and a small number for miscellaneous purposes.

W. P. POTTER,  
*Acting Chief of Bureau.*

BUREAU OF EQUIPMENT,  
February 21, 1906.

**Appropriation "Equipment of vessels, 1905:"**

Technical and scientific periodicals.....	\$64.50
Stationery and miscellaneous supplies.....	1,033.77
Drawing instruments and material.....	229.71
	1,327.98

**Appropriation "Contingent equipment, 1905:"**

Stationery and miscellaneous supplies.....	195.57
Drawing materials.....	17.29
Telegraphing.....	2,020.25
Expressage.....	23.72
Advertising.....	1,094.70
	3,351.70

It is estimated that approximately 25 to 50 per cent of the amount shown for stationery and miscellaneous supplies was for use of inspectors of equipment at shipbuilding works, inspectors of coal depot construction, wireless telegraph stations, etc., printed stationery being supplied direct to such offices from the Bureau in order to preserve uniformity.

In addition to the above statement of expenditures, the following amounts were expended at the navy-yard on account of this Bureau:

**Appropriation "Equipment of vessels, 1905:"**

Filing cases, repair of furniture, etc.....	\$611.99
Teaming.....	37.72
	649.71

*Statement showing the amount of money expended for stationery, drawing material, expressage, and other absolutely necessary expenses of a miscellaneous character for official purposes in the Bureau of Construction and Repair during the fiscal year ended June 30, 1905.*

[Appropriation, Construction and Repair, 1905.]

(1) Books and professional magazines .....	\$267.93
(2) Instruments for drafting room.....	689.00
(3) Stationery .....	3,582.50
(4) Telegrams .....	914.77
(5) Photographing, \$28.50; including navy, C. and M., \$9 .....	37.50
(6) Advertising .....	1,282.79
(7) Miscellaneous, such as repairs to typewriters, comptometers, and expressage .....	411.50
 Total.....	 7,185.99

BUREAU OF STEAM ENGINEERING,  
*Washington, D. C., February 24, 1906.*

SIR: 1. In answer to the Department's letter of the 16th instant, for the information of the Committee on Appropriations of the House of Representatives, the following is a statement of all expenditures of this Bureau from the 1st of July, 1904, to date, from all appropriations for the fiscal year 1904-5, for official purposes of the Bureau proper at Washington, including those also for which orders have been placed and payments for which are now pending:

From appropriation "Steam machinery, 1904-5:"

Stationery .....	\$679.04
Furniture.....	1,847.13
Technical magazines and publications.....	224.85
Technical and scientific engineering books .....	289.78
Drawing materials.....	752.66
Expressage .....	101.05
Postage stamps.....	212.00

4,106.51

From appropriation "Increase of the Navy:"

Stationery .....	44.02
------------------	-------

Very respectfully,

C. W. RAE,  
*Engineer in Chief U. S. Navy, Chief of Bureau.*

The SECRETARY OF THE NAVY.

•  
BRANCH HYDROGRAPHIC OFFICES.

NAVY DEPARTMENT,  
*Washington, February 24, 1906.*

SIR: In compliance with your telegram of yesterday, I have submitted to the Bureau of Equipment and the Hydrographic Office the question "Whether, in the interest of wise and economical administration, any of" the branch hydrographic offices "might be omitted from the appropriation act; and if so, which ones, and how much should the appropriation be reduced in consequence?" I received from the Bureau the following indorsement:

The branch hydrographic offices are of great value to all shipping, especially our own coastwise shipping—all American bottoms. One has been asked for at Hono-

lulu and another at Detroit, to which the Sault Ste. Marie office can be wisely transferred.

The Bureau recommends that no attempt be made to reduce the number of branch hydrographic offices nor the appropriation for their support.

Deeming this insufficient for the purposes of the subcommittee, I requested and obtained from the Bureau and also from the Hydrographic Office further memoranda, which I inclose herewith. The Hydrographer further calls attention to pages 10 and 11 of his annual report for the fiscal year ending June 30, 1905, which, for the sake of convenience, I likewise inclose.

It will appear from the foregoing that the Bureau of Equipment, as well as the Hydrographer, deprecates any reduction in the number of hydrographic branch offices or in the appropriation for their support. It will be observed, however, that the reasons assigned for the maintenance of these offices indicate that their support is desirable mainly for the benefit of the merchant marine and not for strictly naval purposes.

Of the sixteen branch offices, those at Boston, New York, Philadelphia, Baltimore, Norfolk, New Orleans, and San Francisco are located in close proximity to naval stations, or, for other reasons, are in a position to render much greater service to Government vessels than the remaining nine offices at Portland (Me.), Galveston, Savannah, Sault Ste. Marie, Duluth, Buffalo, Chicago, Cleveland, Portland (Oreg.), and Port Townsend. Considering the matter, therefore, from a strictly naval standpoint, the Department recommends that, if it be deemed indispensable to reduce the number of branch hydrographic offices, notwithstanding the recommendations to the contrary contained in the communications from the Hydrographer and the Bureau of Equipment, some or all of the last-mentioned nine offices be discontinued. If it be practicable to retain some, but not all of these last-mentioned offices, the Department further suggests that the preference be given to the four upon the seacoast, the five upon the Great Lakes being, for obvious reasons, of very subordinate utility for naval purposes in the stricter sense.

With respect to the amount by which the appropriation should be reduced, it is difficult for the Department to submit any suggestions until informed as to what offices the committee deems it necessary to dispense with. The Department will, however, be very happy to furnish any further information which may be of service to the committee.

I remain, my dear sir,

Yours, very respectfully and truly,

CHARLES J. BONAPARTE,  
*Secretary.*

Hon. L. N. LITTAUER, M. C.,  
*House of Representatives.*

NAVY DEPARTMENT, BUREAU OF EQUIPMENT,  
Washington, D. C., February 23, 1906.

DUTIES PERTAINING TO BRANCH HYDROGRAPHIC OFFICES.

1. Branch hydrographic offices are an aid to all seafaring interests.
2. In these offices are kept complete files of all American and most British admiralty charts, also complete sailing directions of the world.
3. Masters of vessels can and do visit these offices to correct charts and sailing directions.

4. Merchants and insurance companies obtain information at these offices as to the depth of water and dangers to navigation at any port of the world where they may contemplate shipping cargoes or accepting insurance on cargo.

5. Masters of vessels report there all dangers to navigation they may have encountered during their voyages and receive information as to dangers that have been encountered by other vessels.

6. Masters of vessels have their barometers compared and, if necessary, adjusted to the standard barometer of the office.

7. From these offices all maritime interests, including masters of vessels, receive information as to changes in lights, buoyage, and other changes in aids to navigation.

8. Masters of vessels when having a charter in view consult the files of the branch hydrographic office to see if the port to which they may charter their vessels has enough water for them to enter, what the port charges are and the pilot rules and charges, and also as to the necessity and probability of towing.

9. Masters of vessels, before sailing, can compare their chronometers with the standard in the office and obtain their chronometer error and rate.

10. With one exception the branch hydrographic offices have time-balls which are dropped at noon (standard time), thus allowing vessels in the harbors to obtain daily their chronometer rates.

11. Reports of dangerous derelicts are reported to these offices and from there immediately telegraphed to Washington, so that naval vessels may be sent to destroy them before more damage is done to commerce.

12. On the Atlantic Coast regular liners and other ships are given the latest reports in regard to ice, which is the greatest danger to trans-Atlantic voyage, and especially to the large fast passenger steamers.

13. On the Great Lakes the branch hydrographic offices are furnishing information in regard to errors of the compass. They are the only places where this information can be obtained, and this work alone well warrants their maintenance for a number of years.

Wm. S. COWLES, *Chief of Bureau.*

---

[Memorandum for the Chief of Bureau.]

HYDROGRAPHIC OFFICE,  
Washington, D. C., February 28, 1906.

Branch offices, which are in charge of naval officers, with nautical experts as assistants, are veritable bureaus of nautical information. They receive and distribute information, visiting all incoming vessels for this purpose, and hold themselves ready to examine charts from any vessel, verifying the same or pointing out necessary corrections, examining and correcting instruments, explaining nautical subjects, and in any way possible giving aid to mariners. In many cases they have even adjusted compasses. At some of them night lectures on navigation to shipmasters are given. Officers in charge of these branch offices have been called as witnesses in admiralty cases, and in general their influence in improving the means of safe navigation has been most marked.

A time-ball service is carried on at 13 of these offices, which is taken advantage of by the masters of vessels possessing chronometers, thus enabling them upon going to sea to feel sure of the error and rate of this most important navigational instrument.

These offices place within almost immediate reach of ship captains all the information contained in the main office and enable the main office to obtain with accuracy and quickness all important information brought by incoming vessels. They have been of great benefit to shipping firms, marine insurance companies, admiralty lawyers, and practically to all interests connected with maritime affairs.

H. M. HODGES,  
*Captain, U. S. Navy (retired), Hydrographer.*

*Tubular statement of work done by the branch hydrographic offices during the fiscal year ended June 30, 1905.*

Character of work.	Atlantic and Gulf coasts.							
	Boston.	New York.	Philadelphia.	Baltimore.	Norfolk.	Savannah.	New Orleans.	Galveston.
<b>Distributed:</b>								
Acknowledgments.....	781	2,164	608	595	95	58	330	216
Hydrographic Bulletins.....	20,308	19,395	12,581	4,735	12,842	6,294	4,775	4,064
Day marks.....	521	112	346	291	469	216	542	122
Light lists.....	156	54	107	61	61	85	151	27
Notices to Mariners.....	42,280	50,842	100,017	9,656	24,002	11,663	17,163	9,219
Pilot Charts.....	3,332	14,863	3,688	1,881	2,179	1,806	2,373	1,282
Weather reports (blank) <sup>a</sup> .....	484	3,328	942	479	338	222	320	482
Marine data (blank) <sup>b</sup> .....	404	3,057	957	1,314	207	102	844	327
<b>Forwarded:</b>								
Abstract logs.....	3	34	10	18	25	4	2	1
Barometer cards <sup>a</sup> .....	183	563	263	115	110	81	57	68
Ice reports.....	147	125	212	11	12	-----	-----	1
Weather reports (filled) <sup>a</sup> .....	304	1,399	657	170	106	38	96	97
Marine data (filled) <sup>b</sup> .....	76	64	(?)	82	30	1	-----	19
Wreck reports.....	162	130	402	32	31	9	27	10
Various other reports.....	173	4,789	319	198	833	14	10	16
<b>Other work:</b>								
Barometers compared <sup>a</sup> .....	41	528	270	400	19	37	47	67
Letters written.....	83	284	180	125	103	250	360	74
Mascot data.....	163	509	159	27	-----	-----	-----	-----
Time ball dropped.....	281	-----	302	-----	269	281	174	266
Vessels visited.....	403	1,893	372	1,039	3,607	199	567	276
 Pacific coast.								
Character of work.	San Fran.-cisco.	Port-land.	Port Town-send.	Total.	Du-luth.	Sault Ste. Marie.	Chi- cago.	Clev-eland.
						9 mos.		
<b>Distributed:</b>								
Acknowledgments.....	535	22	319	5,723	73	-----	-----	-----
Hydrographic Bulle-tins.....	100	48	-----	85,312	50	235	1,060	171
Day marks.....	30	44	237	2,980	56	2	92	87
Light lists.....	126	44	237	1,109	-----	2	-----	64
Notices to Mariners.....	56,050	6,612	47,442	374,946	34,810	17,878	49,230	36,013
Pilot Charts.....	6,233	957	2,385	40,379	35	65	367	266
Weather reports (blank) <sup>a</sup> .....	1,307	153	1,286	9,341	-----	-----	-----	-----
Marine data (blank) <sup>b</sup> .....	783	28	404	8,397	-----	-----	-----	-----
<b>Forwarded:</b>								
Abstract logs.....	63	-----	9	168	-----	-----	-----	-----
Barometer cards <sup>a</sup> .....	214	18	114	1,731	-----	-----	-----	-----
Ice reports.....	82	-----	52	642	5	-----	4	-----
Weather reports (filled) <sup>a</sup> .....	460	42	491	3,660	-----	-----	-----	-----
Marine data (filled) <sup>b</sup> .....	57	(?)	19	348	-----	-----	-----	-----
Wreck reports.....	60	-----	5	868	7	-----	2	1
Various other reports.....	299	-----	1,761	8,402	25	-----	94	40
<b>Other work:</b>								
Barometers com-pared <sup>a</sup> .....	252	17	101	1,759	72	1	318	35
Letters written.....	413	35	1,383	3,240	457	66	665	573
Mascot data.....	-----	-----	-----	858	-----	-----	72	1,888
Time ball dropped.....	300	-----	-----	1,873	289	187	288	308
Vessels visited.....	1,218	81	93	9,748	70	51	40	122
 The Great Lakes.								
Character of work.	San Fran.-cisco.	Port-land.	Port Town-send.	Total.	Du-luth.	Sault Ste. Marie.	Chi- cago.	Buf-falo.
						9 mos.		

<sup>a</sup>July to November, inclusive.

<sup>b</sup>January to June, inclusive.

[Pages 10 and 11 of the Annual Report of the Hydrographer for the fiscal year ended June 30, 1905.]

#### BRANCH OFFICES.

There are now maintained under the control of the Hydrographic Office 16 branches, located in the principal Atlantic, Pacific, Gulf, and lake ports, in each of which are kept complete files of all hydrographic books, charts, and other publications, at all times corrected to date, which are available for the examination by and information of all mariners who visit the ports.

Our maritime interests have the benefit of a practical time-ball service, as far as navigation is concerned, in 18 ports on our seaboard and the coasts of the Great Lakes.

Twelve of these belong to branch offices at the following ports: Boston, Philadelphia, Norfolk, Savannah, New Orleans, Galveston, San Francisco, Duluth, Chicago, Sault Ste. Marie, Cleveland, and Buffalo. This most important aid to navigation renders it a very simple matter for every mariner whose vessel is in one of these ports to obtain a knowledge of the error and rate of his chronometer.

These offices place within almost immediate reach of ship captains all the information contained in the main office, and enable the main office to obtain with accuracy and dispatch all important information brought by incoming vessels. They have been of great benefit to shipping firms, marine insurance companies, admiralty lawyers, and practically to all interests connected with maritime affairs. It can safely be asserted that at the present time no vessel need leave port with incorrect charts, sailing directions, or instruments if the captain is willing to take the trouble of consulting the branch hydrographic office.

The offices on the Lakes are principally distributing agencies for the main office, as during the season of navigation the application of the modern appliances for loading and unloading ordinarily results in rendering the stay of vessels in port very short.

In some of the lake offices during the closed season captains, mates, engineers, wheelmen, and others use the office as the center of information in prosecuting their studies.

The offices on our seaboard naturally have a wider scope of work. In the more northern coast offices during the ice season in the North Atlantic few shipmasters would leave port without visiting the officer in charge for the latest information as to ice conditions.

The reports from these offices plainly indicate that their relations with ship agencies, ship captains, maritime exchanges, chambers of commerce, and other mercantile associations having to do with maritime matters have been most cordial and that these bodies have shown a full appreciation of the useful and practical nautical service offered to them.

A table of those features of work at the branch offices that can be treated numerically is shown in the appendix. In comparison with last year's table, the item showing the number of Notices to Mariners distributed is seen to be much smaller for certain offices. This does not mean a decrease in the actual number of notices or extracts, but merely that the unit has been changed from the paragraph to the "section" or "extract."

STATE, WAR, AND NAVY DEPARTMENT BUILDING,  
*Friday, February 23, 1906.*

**STATEMENT OF LIEUT. JOHN H. POOLE, U. S. ARMY, SUPERINTENDENT OF THE STATE, WAR, AND NAVY BUILDING.**

Mr. LITTAUER. What do you want to call our attention to?

Lieutenant POOLE. The appropriations for the maintenance of the State, War, and Navy Department building, sir.

Mr. LITTAUER. Please turn to page 154 of the bill in front of you. Have you any other information to give us than that contained in the notes accompanying the estimate?

Lieutenant POOLE. No, sir; I have not.

Mr. LITTAUER. Or any further recommendations?

**STEAM BOILERS.**

Lieutenant POOLE. Yes, sir. Since these estimates were put in, our steam boilers have shown themselves to be in very bad shape. They are reported to me as being on their last legs. One was in use for twenty-seven years and one for thirty years.

Mr. LITTAUER. How many have you?

Lieutenant POOLE. We have 12 heating boilers and 12 steam boilers. We want 3 more.

Mr. LITTAUER. Do you find necessity for such a large plant?

Lieutenant POOLE. Yes, sir.

Mr. TAWNEY. What is the capacity of the heating boilers?

Lieutenant POOLE. I can give you the size of the boilers, but not the total capacity.

Mr. LITTAUER. How many are run at a time?

Lieutenant POOLE. We have ten going at a time. We have two others. They give us an opportunity to make repairs and clean them.

Mr. TAWNEY. What make are they?

Lieutenant POOLE. The ones that we have in, the component parts were furnished by different firms and set up by our own men. We bought the shell and tubes. I could not give you the name of the firm. The metal work was all from one firm and the bricks from another firm.

Mr. LITTAUER. Is it found to be more economical to build boilers in a plant of your size than to buy them already built?

Lieutenant POOLE. Yes. It has been found to be so in practice.

Mr. LITTAUER. You want two more boilers?

Lieutenant POOLE. I want to get three more, sir.

Mr. LITTAUER. At what cost?

Lieutenant POOLE. Of \$1,000 each.

Mr. LITTAUER. Of what capacity?

Lieutenant POOLE. A boiler  $5\frac{1}{2}$  feet by 10 feet long. I can not give you the exact capacity. It would be a 75-tube boiler.

Mr. LIVINGSTON. Have these boilers been inspected and condemned?

Lieutenant POOLE. No, sir; they have not.

Mr. LIVINGSTON. Why, then, do you want to have them replaced?

Lieutenant POOLE. Because they have been reported to me by the chief engineer as being in bad shape.

Mr. LIVINGSTON. Why do you not send an inspector there and inspect those boilers?

Lieutenant POOLE. I do not think it is necessary. I think the chief engineer is capable of deciding.

Mr. TAWNEY. The chief engineer of the Army or Navy?

Lieutenant POOLE. The chief engineer of the building.

Mr. LIVINGSTON. Is he an educated engineer?

Lieutenant POOLE. Yes, sir.

Mr. LIVINGSTON. Where is he graduated from?

Lieutenant POOLE. I do not know.

Mr. LIVINGSTON. It does not take an educated engineer to run a stationary engine?

Lieutenant POOLE. I have here the report of the chief engineer, if you would like to see it.

Mr. LITTAUER. Are you an engineer?

Lieutenant POOLE. Yes, sir; I am a member of the Engineer Corps of the Army.

Mr. LITTAUER. Do you feel competent to tell whether the boilers are out of order?

Lieutenant POOLE. Yes, sir. The weakness of the different boilers is stated here [indicating document].

Mr. LITTAUER. Your plan is to build these boilers and not attempt to get estimates on specifications from outside firms?

Lieutenant POOLE. I intended to get bids for the tubes.

Mr. LITTAUER. Why would it not be better policy to see what you could buy them for outside?

Lieutenant POOLE. I could do that. This matter was reported to me only a few days ago. I have written for bids on parts.

Mr. LITTAUER. For parts of material with a view to the construction?

Lieutenant POOLE. For putting those parts together. It is hardly construction.

Mr. LITTAUER. What necessity is there for doing this at once?

Lieutenant POOLE. The condition of the boilers is such that it should be done at once.

Mr. LITTAUER. You could get along without them until these estimates were sent in, and could you not also find out whether you could get them to better advantage by contract?

Lieutenant POOLE. In any event I would take steps to obtain the boilers in the most economical way and the surplus would revert back to the Treasury.

Mr. LITTAUER. Do you present this for immediate action, or do you want the money to be expended after the 1st of July next?

Lieutenant POOLE. After the 1st of July next, to be included in the appropriations for 1907.

#### STENOGRAPHER AND TYPEWRITER.

Mr. LITTAUER. You have only one stenographer and typewriter—one individual?

Lieutenant POOLE. Yes, sir.

Mr. LITTAUER. Do you get a competent stenographer and typewriter for \$900?

Lieutenant POOLE. Yes; but they do not stay any considerable time. They come here and stay for six months, and then are promoted. I mean the salary is so small that I can not keep them.

Mr. LITTAUER. The other bureaus are paying more for the same work.

Lieutenant POOLE. Yes; and these men go out.

Mr. BRICK. They do not go outside into private employment, but go to some other Department?

Lieutenant POOLE. Yes; they are transferred through the civil-service rules to another Department. It is purely a transfer under the civil-service rules.

Mr. BRICK. You have not had any that left the Government employ to go into private employ?

Lieutenant POOLE. No, sir; not that I know of. I have been in the office only a month.

#### IRON ELEVATOR CARS.

Mr. LITTAUER. I see here an item for elevator cars. What are they for?

Lieutenant POOLE. To take the place of a large mahogany car in the east wing of the building that is occupied by the Navy Department.

Mr. LITTAUER. Is there any necessity for this?

Lieutenant POOLE. The necessity is, that the large car being replaced by the two, we could carry more people. This change is not as necessary as for the boilers, and if any choice is made between them, I would put the boilers first, as being the more important.

Mr. TAWNEY. How many boilers have you?

Lieutenant POOLE. Twenty-four; 12 steamers and 12 heating boilers.

Mr. LITTAUER. The steam is used for what—running the elevators and other machinery?

Lieutenant POOLE. Running the elevators and dynamos. We light the Department building, and the Mills Building, and the White House, and the Speiden Building, and the State Department stables.

#### FIREMEN.

Mr. TAWNEY. Do you need 29 firemen?

Lieutenant POOLE. Yes, sir. In connection with that I would like to state that one of our firemen really should be a skilled laborer. He is carried as a fireman and was so carried when I came into the office. But he is doing the work of a roofer and assistant to the plumber.

Mr. LITTAUER. What is his salary?

Lieutenant POOLE. Seven hundred and twenty dollars a year, sir; that of a firemen.

Mr. TAWNEY. How many shifts have you there?

Lieutenant POOLE. We have three shifts.

Mr. TAWNEY. How many do you work on the night shifts?

Lieutenant POOLE. I can not give you the exact number, sir. It is divided up into three shifts, so that each one performs eight hours work a day.

Mr. TAWNEY. Have you more occasion to use a greater number of firemen in the day when the building is in use than at night?

Lieutenant POOLE. Yes, sir; much more.

Mr. TAWNEY. How many boilers do you require one fireman to attend to?

Lieutenant POOLE. I should say on an average three boilers, sir. Some of the boilers are so situated that it requires a proportionately larger force of firemen to take care of them—those that are separated. In one case we have three boilers near each other, so that they can be attended to by one man.

Mr. TAWNEY. Have you self-feeding boilers?

Lieutenant POOLE. No, sir.

Mr. TAWNEY. Could you use them to advantage?

Lieutenant POOLE. I have not had time to look into that. The whole plant would be more economical if overhauled and more modern machinery put in. But that is a question I hope to work up a little more and report to you next year.

#### WATCHMEN.

Mr. LITTAUER. Has your attention been called to your watch force? You have a total of 61! Is not that force too great?

Lieutenant POOLE. No, sir. I have gone into it very carefully, and we have barely enough men to do the work. The watch force is divided also into three shifts to make the eight hours for each man. We have 20 doors to watch in the building, and a continual cordon is kept, so that nothing can pass in or out of the building without passing under the eye of a watchman, and to maintain this cordon all these men are necessary.

Mr. LITTAUER. If you desire to have that statement included in the hearing we would be pleased to have you leave it here.

Lieutenant POOLE. Can I put it in better form and then submit it to the committee? I had time only to make a pencil note of it.

Mr. LITTAUER. Yes.

OFFICE OF SUPERINTENDENT,  
STATE, WAR, AND NAVY DEPARTMENT BUILDING,  
*Washington, February 23, 1906.*

SIR: Complying with the permission granted to me by the Subcommittee on Appropriations to submit an additional item for the appropriation for fuel, lights, etc., State, War, and Navy Department building, fiscal year of 1907, I have the honor to submit the following for the consideration of the committee:

For replacing 3 horizontal tubular steam boilers (2 of which have been in constant use for twenty-seven years and 1 for thirty-two years)..... \$3,000

Very respectfully,

J. H. POOLE,

*First Lieutenant, Corps of Engineers, Superintendent.*

Hon. LUCIUS N. LITTAUER,

*Chairman of Subcommittee on Appropriations,  
House of Representatives.*

## AUTOMOBILE SERVICE, HOUSE OF REPRESENTATIVES.

HOUSE OF REPRESENTATIVES,  
*Thursday, February 22, 1906.*

### STATEMENT OF MR. W. J. BROWNING, CHIEF CLERK.

Mr. LITTAUER. Mr. Browning, will you describe the project you have in mind for the betterment of the service of the House?

Mr. BROWNING. The project I have in mind is to have an electric automobile service for the House in place of the present contract system in the post-office, in the Clerk's office, and for the folding room. The House owns two wagons at the present time.

Mr. LITTAUER. You say it is in connection with the mails and the Clerk's office?

Mr. BROWNING. Yes; and the folding room.

Mr. LITTAUER. What service has the Clerk's office now?

Mr. BROWNING. One wagon, hired at \$900 per annum.

Mr. LITTAUER. What purpose is that for?

Mr. BROWNING. That is for hauling all the members' books from the House to the bindery, all the stationery delivered to members, everything delivered out of the Clerk's document room and the stationery room. We own three horses and two wagons, which are used exclusively by the folding room of the House and the annex folding room. The mail-wagon service is operated by contract entirely.

I have had estimates from two concerns for the following electric wagons: One 3-ton automobile wagon, to be used exclusively by the post-office; two 1-ton wagons, one for the post-office and one for the folding room of the House; and six small wagons, 1,200-pound electric wagons, one for the Clerk's office and five for the post-office. The total expense would be \$21,800.

orkeeper made a suggestion that we do away entirely with ice and get a light electric runabout for the use of the ride. This would cost between \$800 and \$1,000. House with this electric vehicle service would cost the Senate has also gone over this proposition, I am in who made the estimate for us, and five wagons, will be required on that side. They want to equipment, just as we do.

Adams Express Company and also with the United States Express Company, both of whom entirely, but generally—and I have asked statement. I have also asked to be payment by the United States Express Company. The Adams Express Company here they used 25 horse wagons considerable money. When using them?

Repair bill was? Their repair bill was very or power. We possibly would for power. Would cost the Government something,

ave the plant already, and the same machinery furnish enough power to charge our wagons.

But that would mean an expenditure for coal.

ING. Yes, of course. Mr. Huff, of the Adams Express told me that the largest item of expense was for the tires; gentleman connected with the Electric Vehicle Company told me that they have a tire that would reduce that expense, and Mr. George, superintendent of the Adams Express Company, says the tires on our wagons would last over a year.

I have taken into consideration the establishing of a plant, and what it would cost the House if it does establish one, as near as I can get at it. To install the plant in our own property—in the House post-office stables—to take in the Senate and House wagons both, Mr. Woods tells me, will require from \$1,000 to \$1,500 to put the building into proper shape. Two men to work at night would be required, at a salary of \$1,000 each, \$2,000. Mr. Woods says that would be ample. One man to drive the clerk's wagon, a chauffeur, would be necessary; we pay \$900 by contract now. I put this salary down at \$720, although the drivers on the folding room wagons get \$600, but, taking that expense, it would be \$720 a year; \$1,000 to \$1,500 to install, and \$2,000 for the two men at night.

The repairs on these machines would be guaranteed for a year, and extra pieces would be given, and they say it will not cost more than \$200 for the first two years. The gentleman connected with this matter guarantees that.

Mr. BURLESON. I do not know that you are going to have any net saving on account of the low-priced contract for carrying the mails. You might save on the Clerk's wagon, but—

Mr. LITTAUER. What benefit is it?

Mr. BROWNING. The benefit of it is you would be up to modern date. Of course I do not want to have anything to say regarding the post-office department, but I do not think the postmaster would require as many electric wagons as he has horse wagons.

Mr. LITTAUER. We have before us only one example of the purchase of a power wagon by any of the departments of the Government or bureaus, and that is in connection with the Library of Congress, where we have been informed that the repairs cost more than it was worth, and the machine has been a white elephant on the hands of the Librarian. But at the time it was purchased it seemed to be the best thing on the market. Now, has the development of electric power wagons reached the point where the Government is warranted in acquiring them?

Mr. BROWNING. I can only answer that this way, Mr. Littauer: All the large concerns are using the electric vehicles entirely—Adams Express, United States Express, the large jobbing houses in Philadelphia, the big breweries, etc., big commercial houses like Wanamaker in Philadelphia, and Woodward & Lothrop here, and all the large commercial houses in New York. The breweries are using nothing but electrical vehicles.

Mr. LITTAUER. Do you think the breweries are using one electrical vehicle out of a thousand in the United States?

Mr. BROWNING. I mean they are using a great many. Wanamaker uses both electrical and horse vehicles.

Mr. LITTAUER. Is not the electrical vehicle used largely as a matter of advertising?

Mr. BROWNING. I think not.

Mr. LITTAUER. Is it used as a matter of economy?

Mr. BROWNING. I think so. That one you speak of at the Library was just a single wagon. It would cost just as much to keep that wagon as it would to keep a dozen. We could keep all of ours down at the garage, and it would cost no more than it would to keep one. The same amount of labor has got to be put on the wagon.

Mr. J. M. Huff, of the Adams Express Company, informed me that they have 19 electric wagons doing the work formerly done by 25 horse wagons. The expense account is heavy, tires being one of the principal items, as a tire lasts only about one year. They are paying \$500 a month for power, but are doing their own charging at their own garage. On the whole they are saving money over the old system. They are not able to give me a comparative statement of price. That is the substance of a statement I got from Mr. Huff, the assistant superintendent. Mr. George at that time was in Florida.

Mr. BURLESON. Will it result in the dismissal of a number of men?

Mr. BROWNING. No, sir.

Mr. LITTAUER. How many manufacturers are manufacturing electric vehicles of this character?

Mr. BROWNING. I do not know of but three.

Mr. LITTAUER. Have you had tentative estimates from all of them?

Mr. BROWNING. From two of them.

Mr. BURLESON. Will it increase the number of employees?

Mr. BROWNING. It would result in an increase of two employees at the garage to repair and take charge of the machines at night.

Mr. BRICK. They must be more or less expert at that?

Mr. BROWNING. Yes. You would have to have electricians. One of the concerns said they would give me four extra wheels for use in case one breaks down—different kinds on the different wagons.

Mr. BURLESON. If you do not reduce the number of employees, but increase them, and the vehicles cost more than the ordinary vehicles, where will the saving come in, unless it be the care of the horses?

Mr. BROWNING. You do away with the care of the horses entirely. We are keeping three horses.

Mr. LITTAUER. You do not base this on the argument of saving?

Mr. BROWNING. Not particularly. Another thing, I have made a statement of the expenses for 1905. That was the last fiscal year I had to go by. Of the Doorkeeper's horse fund, \$980.30 was expended; \$1,000 was appropriated. The hire of the Clerk's wagon was \$900. The contract for carrying the mails was \$2,280, making \$4,160.30. That was the expense. Now, I can not count up more at the present time than \$2,720 as the probable expense under the proposed system. That is, two men at \$1,000 each, and one man at \$720; for two years I do not think the repairs would be more than \$200. That is the difference I figure out, taking the fiscal year 1905, which ended the 30th of last June.

I understand the contract for carrying the mail this year is a little less than last year. I do not know just what it is. Last year it cost \$4,160.30, and outside of installation I figure the expense would be, as I say, \$2,720. There is the difference in the expense.

Here are the two estimates. There is just \$100 difference in the two estimates—of the National Automobile Company and the Vehicle Equipment Company.

Mr. LITTAUER. These are the same type of wagons that the express companies have purchased?

Mr. BROWNING. Yes, sir.

Mr. LITTAUER. Do you know what they paid for them?

Mr. BROWNING. Their smallest wagon is what I estimate here at \$2,200—what we call a 1,200-pound wagon.

Mr. LITTAUER. What do they pay for them?

Mr. BROWNING. Two thousand two hundred dollars.

Mr. LIVINGSTON. How long is that supposed to run? What is the life of that wagon?

Mr. BROWNING. They undertake to say that it lasts forever by renewing the batteries.

Mr. LIVINGSTON. How many miles can it travel without renewing the electrical charge?

Mr. BROWNING. Anywhere from thirty to forty miles, and they are regulated to go 10 miles an hour. They can not travel more than 10 miles per hour.

Mr. BRICK. They may travel less? [Laughter.]

Mr. BROWNING. Not often. Of course these figures are not so much estimates as suggestions, getting the data together. There is not \$100 difference in the two estimates by the two concerns. The Vehicle Equipment Company have most of the power automobiles built in the United States.

Mr. LIVINGSTON. Why could we not get them in France if we could get them shipped in free to the Government? What would be the difference?

Mr. BROWNING.. I have not tried that.

Mr. BURLESON. Is it more economical to use the electrical than the gasoline machine?

Mr. BROWNING. Oh, yes. I do not think it would be practicable to use gasoline wagons. You see, we can charge here from our own electrical plant.

Mr. LIVINGSTON. What is the duty on those machines imported here?

Mr. BROWNING. Most of those imported machines, Mr. Livingston, are gasoline machines.

Mr. LIVINGSTON. France, as I understand, is the home of the automobile?

Mr. BROWNING. I have never taken into consideration the foreign machines. I do not think it would be a good precedent for the House of Representatives to set to buy a foreign machine.

Mr. BURLESON. I do not know about that. I know these high-flyers use the foreign machines. [Laughter.]

Mr. BROWNING. That is a matter I would have to take up after you gave me authority to purchase.

Mr. BURLESON. It is not economy, then, that moves you to make this suggestion, Mr. Browning?

Mr. BROWNING. It is economy to some extent. I figure out here \$2,720 for fixed charges, maintenance, against \$4,160.30; and then, besides that, you will be up to date—you will have something modern.

Mr. BRICK. Mr. Browning has a pardonable pride in the appearance of the Government.

Mr. BROWNING. I have always contended since I have been here that this is the greatest and richest nation in the world, and we ought to have the best of everything. If I had my way, everything would be the best that is made. I would point with pride to this building and all its appurtenances as a model to the world—

Mr. BURLESON. Regardless of the burdens upon the taxpayers?

Mr. BROWNING. There is no burden to any body. [Laughter.]

Mr. BURLESON. You can not reduce your force?

Mr. BROWNING. No, sir.

Mr. BURLESON. There is no suggestion of cutting down anybody's salary?

Mr. BROWNING. None, whatever.

(See also p. 37.)

---

THURSDAY, February 22, 1906.

LIBRARY OF CONGRESS.

ADDITIONAL STATEMENT OF MR. HERBERT PUTNAM, LIBRARIAN OF CONGRESS.

Mr. LITTAUER. You desire to supplement your statement made before the committee?

Mr. PUTNAM. Yes, sir; I am obliged to you for the privilege. I submit a statement in writing, but I would like to indicate its substance, which will take me but a moment. It is in the nature of addenda to my

statement at the hearing. The first part of it relates to a publication—the Journals of the Continental Congress. My legal authority to issue that out of the printing allotment was questioned in the committee.

Now, I stated that there was no specific authorization of the publication by Congress, but I did not mean to state, and I should not for a moment admit, that I had not the legal authority for it. I am scrupulous upon that point, because, although I do not claim all the administrative virtues, I have rather a respect for the law from having pursued the study and practice of it, and I do think that one virtue which I can claim is respect for the law. This memorandum sets forth the legal authority, as I conceived it, upon which I acted in issuing that publication. Then it goes along to some other questions which were involved in the discussion at the hearing. Had I reason to believe that Congress would disapprove it? It indicates the policy that Congress had apparently approved with reference to such publications out of this group of manuscripts—what had been done by the State Department, for instance.

Then, as to whether, it being conceded that the usual publications of a library are bibliographic, whether it was to be understood that only such publications could be printed out of our allotment, and I indicate here how it is a practice of libraries, not of course to publish their general collections in extenso, but here and there to issue a particular text. Lastly, assuming that I had the discretion, as to whether in this case it was soundly exercised and whether such a publication ought to be a matter within my discretion. Those last questions are rather questions coming on the sundry civil bill in connection with the allotment, but I appended them here to get the matter all into one statement.

I wish to repeat that the apprehension which was indicated as to the possible extent and consequences of such publication is a perfectly natural one, and the only answer to it is that we have no scheme or project of general publication. It is simply a text here and there; and where we hope to fulfill a special purpose with that text, in this case to prevent its absolute destruction from the use of the originals, but in some other cases to promote the development of our manuscript collection by gift. An occasional publication which we can use for exchange and which exhibits the expert conduct of that division is of enormous value to us, just as it has been to other libraries in attracting gifts of other manuscript material. That statement I submit in writing, simply indicating the subject-matter.

Mr. LITTAUER. You have covered in your statement, then, the reasons why you believe that without express authorization you nevertheless had a perfect legal right to undertake this publication of the Journals of the Continental Congress?

Mr. PUTNAM. Yes, sir; then going on to the general questions of propriety and expediency. The Library believes in the sale of such publications in the nature of contributions to knowledge. We have had occasion to study that matter and to report on it to the Committee on Printing and to the Keep Commission. In this case we propose to sell half the edition—1,000 copies. Of those set aside for sale, 200 sets have already been sold by advance subscription, amounting to \$15 each. In the case of another publication we have sold 5,000 copies. This was the A. L. A. catalogue, so called, which, so far as we are

concerned, is an administrative publication in connection with the distribution of our catalogue cards, but is of great use to libraries as a sort of manual of the 8,000 best books for a town library, with their prices. I predicted in my report for 1904, in which I dealt with the Journals also, a publication which I said we had in prospect, of which we propose not to distribute a single copy free—that is the Records of the Virginia Company.

Second. Classification; cataloguing: I was asked as to the arrears, how long it would take to complete them. I answered three or four years. Now, that is true of the classification as to which the question particularly was asked. It is substantially true of the author catalogue; but is not true of the subject catalogue. It is no more true of this library than it is of any other library that you can complete a subject catalogue. A subject catalogue is a never-ending task; and the task for us was the most gigantic task ever presented to any library—a million volumes to deal with, that had been accumulating here for over a hundred years. No such problem was ever presented elsewhere.

Mr. LITTAUER (interrupting). The work of cataloguing the authors or the books will be completed within three or four years, and there is no limit to the other work of cataloguing the subject-matter?

Mr. PUTNAM. The subject entries; no, sir.

Mr. LITTAUER. But surely after the one catalogue is finished you would not need such a great force as you now have for the work of the subject catalogue?

Mr. PUTNAM. We shall still require the present force. That is the question I want particularly to be explicit about, because in all libraries the failure to a clear understanding upon it leads to misunderstanding and disappointment. In cataloguing a book properly we catalogue it by subject as well as by author in the one entry, and that is true of our printed cards, which show the subject as well as the author. Both entries ought to be done at the same time. We print only one card. That has the author to begin it, but the subject heading is put below, and we form the subject cards by prefixing that with pen or typewriter to the author card. If we print the author card without the subject heading and then later compile the subject heading, we have to reprint. That is wasteful. But, in general, what I mean to say by the completion of the arrears is merely the completion of the reclassification and the author entries. To complete a catalogue such as our libraries invariably require, which is by subject as well as by author, that is an indefinite work.

I want to guard against the impression that I was giving assurance that at the end of three or four years there could be a material reduction of the force. It is perfectly true that when I asked for this force I indicated by way of illustration the amount of arrears alone to be handled as prodigious, disregarding the burden of the current accessions. At the end of three or four years I shall certainly have to offer good reasons to you against some reduction of the force. I think that I can offer reasons which will be satisfactory to you.

Mr. LITTAUER. At this time you simply desire to call our attention to that coming up in the future?

Mr. PUTNAM. Yes, sir; to file a caveat, as it were.

Mr. TAWNEY. My attention was called yesterday to the duplication

of cataloguing of public documents. You make a catalogue at the Library? You receive 60 copies of every Government publication?

Mr. PUTNAM. Yes, sir.

Mr. TAWNEY. Two for use in the Library and the balance to be exchanged for foreign publications?

Mr. PUTNAM. Yes, sir.

Mr. TAWNEY. Do you make a catalogue of all Government publications?

Mr. PUTNAM. We catalogue them on cards that we put into our own collection. We do not index them as the superintendent of the documents does. We print cards for them.

Mr. LITTAUER. What is the difference in indexing and cataloguing?

Mr. PUTNAM. In general, it is that an index undertakes to set forth the subject-matter that the book deals with in a precise and detailed way. A subject catalogue does not go into such detail and precision. It will indicate broadly as to a work like Parkman's Oregon Trail that it relates to the West or frontier life and the Rocky Mountains, but does not go into the details, chapter by chapter, as an index does. The superintendent of documents does not index Government publications in the way in which a book is indexed in the index attached to it, but in his Document Catalogue he indicates somewhat particularly the subjects dealt with in the publications listed. That is the sort of thing we do not do. Nor do we print it in book form. We do make the main entry on cards. That is a duplicate practically of what he does on certain printed cards which he issues.

Mr. TAWNEY. Most of these publications are indexed?

Mr. PUTNAM. The volumes are indexed.

Mr. LITTAUER. Every Government publication that I have noticed has an index. What do you mean—is that done over again?

Mr. PUTNAM. Not a duplication of that. It is called "an index" to Government publications, but it is more in the nature of a catalogue by subject as well as author.

Mr. LITTAUER. That you have on your cards in a minor degree?

Mr. PUTNAM. Only in a very broad and general way. We would put down the reports of the War Department under the "United States—Department of War," annual reports, with date and description, but he would take those up in his published volumes, analyze them, and enter them also under their subjects. That is much more specific and detailed information than we attempt, and it is in book form.

Mr. LITTAUER. Is this work necessary? He does the work more thoroughly than you do?

Mr. PUTNAM. He does some work we do, but that is a very small part of the burden of his work. It is the compiling of the volumes running through long periods, such as Ben: Perley Poore's work, which was published in 1882, and a recent index by Judge Ames, which brings down Ben: Perley Poore's work during the period intervening between Poore's work and the Document Catalogue, now under compilation. That is an elaborate work. We do not undertake anything of that sort.

Third. This question was asked: "Why not stop purchases until the arrears are completed?" I wonder each year that it is not more frequently asked. That is a most natural question. We have a rule now

that we will not buy any books whose purchase can be postponed without injury.

Mr. LIVINGSTON. What do you mean by "postponed without injury," that you may lose the opportunity to buy?

Mr. PUTNAM. That is one reason. One consideration may be that we need the book, it is bibliography; we need it in order to catalogue the books we have. Another class of books we are purchasing is a volume or volumes, fragments of a set, of a serial of which we have a part. We want to complete the set as nearly as possible before cataloguing and printing the card for it, and it would be wasteful to catalogue the fragment and then later to catalogue the whole and reprint the card for it. The third group are books that are in actual demand by Congress particularly, and the fourth is of books that come up in a particularly available edition, or particularly cheap, that do not recur in the market. If we pass the opportunity then, it may never recur. Those books—

Mr. TAWNEY (interrupting). Before you leave the subject of public documents, as I understand, you have 60 copies of every Government publication?

Mr. PUTNAM. Yes, sir.

Mr. TAWNEY. You preserve two copies in your Library for reference?

Mr. PUTNAM. Yes, sir.

Mr. TAWNEY. Can you give the committee an idea of the work of the superintendent of publications in connection with the Government Printing Office?

Mr. PUTNAM. In the first place, they are the agents of the Government for the distribution of Government publications to the depository libraries, of which there are some 600 or 700 designated by Senators and Representatives within their districts. They have the distribution within this country to designated depositories of public documents. In the second place, they are issuing currently a monthly list of the publications issued by the Government. They are compiling this index in volumes of which I spoke, and in order to be fully conversant with what exists they are accumulating and maintaining a library of Government publications.

Mr. LITTAUER. Which is a duplication of your own collection?

Mr. PUTNAM. Yes, sir; that is a duplication.

Mr. TAWNEY. In your judgment, is all the work which the superintendent of documents is doing necessary, in view of what you are doing in connection with the preservation of public documents in the Congressional Library?

Mr. PUTNAM. I think, sir, that the distribution is a matter which should be handled outside, but as to the maintenance of a duplicate collection, as he does for this indexing, etc., I should not be so confident—

Mr. LITTAUER (interrupting). Is there any specific warrant of law for the library under the superintendent of documents?

Mr. PUTNAM. If there is a warrant of law for the index, by implication there must be a warrant of law for the library, because he can not index material he does not possess. I do not know what express authority he has. He gets those books chiefly by exchange.

Mr. TAWNEY. Most of the Government publications are books of reference.

Mr. PUTNAM. In what sense?

Mr. TAWNEY. The reports of the various heads of Departments and publications of that kind are useful mainly as books of reference.

Mr. PUTNAM. They are administrative in part, but of course in large part contributions to knowledge, in the sense that they are scientific. For instance, the professional papers of the Corps of Engineers.

Mr. TAWNEY. The Agricultural Yearbook, the report of the Bureau of Animal Industry, if any person wants to get information on that subject he naturally calls for the report of the particular publication, and they would know in advance what there was in it, and when they got it they would have an index. What is the necessity of an elaborate index being made by the superintendent of documents?

Mr. PUTNAM. If people only did know what the reports contain; but they are published under general titles. There may be a number of particular contributions, and while, if you have the volume, if you suspect it is in the volume, you can run through the index and find it or run through the table of contents. This general index to the whole matter issued during the period is pretty useful, and librarians have always thought it was very necessary.

Mr. TAWNEY. How widely is this general index distributed?

Mr. PUTNAM. Only to depository libraries, and other copies are placed on sale. Of course, Senators and Representatives have each a copy.

Mr. TAWNEY. It is a matter of considerable expense in getting it up and publishing it?

Mr. PUTNAM. Indexes are always expensive. They require expert labor, of course, and they involve the handling of a considerable amount of material, and then the printing is expensive: but Ben: Perley Poore's index, imperfect as it was, issued in 1882, which undertook to cover the whole series produced prior to that time, has been of enormous value.

The last point was, I thought there was some evidence of disappointment when I suggested that we frank our catalogue cards. I want to explain that. We were speaking of the transportation of the card indexes, and I was asked the average postage on the cards sent out. I said we frank them. I want to explain the reasons for franking them. It is not so much to save the subscribing library, as the charge would be small in any particular lot sent out; but for us to buy stamps, weigh the packages, affix the stamps, keep the accounts, and collect for the postage would cost, I am quite sure, more than the total amount which the Government would receive in postage. Last year we sent out 2,000,000 cards.

Mr. LITTAUER. How many packages?

Mr. PUTNAM. Thousands and thousands of packages, for we send them daily in small lots. The postage on those 2,000,000 cards would have been about \$1,000, and surely it would have taken more than the time of a thousand-dollar attendant to have kept the record. That and the convenience have been the consideration.

Mr. TAWNEY. There is one other question which I want to ask you. Some inquiry has been made of the committee by members of the House with reference to the appropriation for the purchase of books. You stated before the committee a few days ago that you employed

men or that a part of this appropriation was paid for the traveling expenses of men?

Mr. PUTNAM. Yes, sir.

Mr. TAWNEY. Can you state how many men you have sent abroad during the past five years for the purchase of books and what the aggregate traveling expenses of the men were, and who they were?

Mr. PUTNAM. Within the past five years I have sent abroad only two men; Doctor Spofford has gone twice; Mr. Phillips went last year; I myself have been once. The average expense of any such trip does not exceed \$700, and is generally between \$500 and \$600. Doctor Spofford's expenses aggregated, I think, about \$550, and that was on a trip lasting between two and three months.

Mr. LITTAUER. The better way to place all that before the committee would be to send us a letter stating in each year since you have been Librarian who has gone abroad and the amount expended in the purchase of books.

Mr. PUTNAM. Yes, sir.

Mr. TAWNEY. You stated that you are disposing of certain publications. How are the receipts for the publications accounted for, or do you use the receipts to defray the expenditures incident to the publication?

Mr. PUTNAM. We never receive any moneys ourselves. The copies for sale are placed with the Superintendent of Documents. That is another function which he performs. He is the agent of the Government for the sale of publications. We have nothing to do with them.

Mr. LIVINGSTON. Is he a bonded officer?

Mr. PUTNAM. I presume he is. He covers the money received into the Treasury. He is an accounting officer to the Treasury.

Mr. BRICK. When you furnish the statement to the committee can not you state generally what the people went abroad for and what the results were?

Mr. PUTNAM. I will furnish a specific statement covering any question that may arise.

The statements submitted by Mr. Putnam follow:

*Supplementary memorandum submitted by the Librarian of Congress  
to the subcommittee on the legislative, executive, and judicial bill,  
February 23, 1906.*

*Classification; cataloguing.*—I was asked how long it would take to complete the arrears. I said, "between three and four years."

This is true of the classification (as to which the question was asked). It may be substantially true of the author catalogue. But it is not true of the subject catalogue. This will never be completed. It isn't in any library, and in our library it forms the biggest problem ever given to a library to deal with. If, therefore, you have inferred that at the end of four years the force can be materially reduced, I wish to guard against this inference. The arrears did indeed enter largely into my original request for the present force, and a large portion of its time is now occupied with them. When they are completed I must either assent to a reduction of the force or show good reason for its continuance at its present dimensions. I clearly foresee that I shall offer reasons for its continuance.

The substantial ones will be two: First, that we are now, through

our printed cards, becoming a cataloguing bureau for the entire country, and that for efficiency in this service a force of 91 classifiers and cataloguers is none too large, for not merely must the entries be full, thorough, and accurate, but the work must be expeditious, for the cards must reach the subscribing libraries when they receive the book itself.

Such a bureau is not inexpensive, but the service is momentous and can be rendered by no other library. Even in its infancy it already saves the subscribing libraries a sum equal to the entire pay roll of the catalogue division. It saved this last year.

But disregarding it, a force nearly if not quite as large as the present one will be required for the prompt and effective handling of our own accessions. The Boston library, with the finest of catalogues and no arrears (in our sense), has 36 people in the corresponding division. We have over twice as many accessions to handle, and a certain large class of them, due to copyright, are increasing without our influence or control.

The difference, therefore, between a force barely sufficient for our own needs and one which will enable us to render the service to other libraries would amount to but a dozen or fifteen assistants, all subordinate. I can not believe that to save their salaries Congress would forego a service of such large, practical, and widespread benefit, which this Library alone can render.

*Why not stop purchases until the arrears are completed?*—There are books—bibliographies—which we must buy in order to catalogue the ones that we have; there are others which we must buy in order to fill in defective sets before cataloguing them; there are others which we must buy as chance brings them into the market or run the risk of not getting them at all or of having to pay for them an excessive price; and there are books which we must buy for the immediate needs of our readers, particularly Congress. These are the only purchases we are now making, and our present rule is to buy no book whose purchase can be postponed without injury.

*Card distribution.*—There seemed some disappointment that we frank the cards sold. We do this not so much to save the subscriber the cost of postage as to avoid the labor and expense of handling the stamps, weighing, accounting, and collecting for them. This would, I think, have exceeded the total postage, say a thousand dollars, on the 2,000,000 cards sold last year. They go out daily in small lots.

*Journals of the Continental Congress.*—The publication was not specifically authorized by Congress. I admitted this. But it has been construed as an admission that the publication was without legal authority. This I did not and do not for a moment admit.

I. I had the legal authority, for—

(1) The publication involved no outlay for editorship, but merely printing and binding.

(2) The work was done at the Government Printing Office, and paid for from the Library's "allotment" for printing and binding.

(3) This allotment is in general terms. It contains no specifications whatever of the work to which it is to be applied. Part of it is regularly applied to publications. In fact it is the only provision for the publications of the Library (except its annual report), and the Library is issuing many publications as a regular and recognized part of its service. [See list appended.]

I have not since the publication was proposed, nor for three years past, been called by the subcommittee on the sundry civil bill (in which the allotment is determined).

II. Had I reason to believe this particular publication an unwarrantable use of the allotment?

The Documentary History of the Constitution, issued by the State Department [3 large volumes, 1893 to date], was printed out of its general allotment [this too, after an unsuccessful application for a special appropriation to cover it]. It embraced material of the same nature from the same group of manuscript records [which have now come into the custody of the Library].

So far from questioning this action Congress confirmed it by ordering [in 1901] a further edition (7,000 copies) for general distribution.

III. Had I reason to believe that Congress would disapprove the publication?

I had not.

(1) It countenanced, as above, a similar publication by the Department of State.

If an Executive Department has that discretion even more so should a library, for the chief duty of an Executive Department (toward such records) is to preserve. The duty of a library is threefold—(1) to acquire; (2) to preserve, and (3) to make useful.

It prints the Journals: First, to preserve them [the precious, irreplaceable originals]. For this purpose alone the publication is essential. Second, to make them (*a*) available to Congress and (*b*) to students outside of Washington. [They are required for continuous reference not to be satisfied by an occasional visit to Washington.] Third, to use them as an asset for exchange with institutions which will enrich its collections, and by their evidence of scholarly, expert conduct of its manuscript collections to attract gifts of material through which these collections are developing.

(2) Congress had specifically indicated a desire that such material should be published. By various acts, from 1799 to 1888, it ordered at the expense of the Government or encouraged by subsidy editions of the following (see my report, 1904, pp. 172-176):

	Vol.
1799. The Journals of Congress (this very material) <sup>a</sup> .....	13
1818, 1820. The Secret Journals.....	4

THE JOURNALS OF THE CONSTITUTIONAL CONVENTION.

1832. The Diplomatic Correspondence, 1783-1789.....	12
1831. The American State Papers (Gales and Seaton).....	38
1833. The Documentary History of the American Revolution (American Archives. Force).....	9
1838. The Madison Papers.....	3
1848. The Jefferson Papers.....	9
The Hamilton Papers.....	7
1856. Madison Writings .....	4
1888. The Diplomatic Correspondence: Supplement (Wharton) .....	6

<sup>a</sup>This edition was but a reissue of the volumes issued at the end of each year (1774-1787) not containing the full record, but only a partial one out of which a committee had "edited" matter whose immediate publication was deemed inexpedient—matter therefore of the greatest importance to the present historian.

In 1823 an edition in 4 volumes drawn from the above was issued by a private publisher (Way & Gideon).

There has never, therefore, been a complete, or even approximately complete, edition. (See statement by Mr. Allen, appended.)

The policy of such publications has therefore been approved by Congress.

(3) Before the issue of the first volume I took care to lay the project of publication before Congress. In my report for 1904 I called attention to the transfer of this and other manuscript records and papers from the State Department to the Library, related (pp. 170-182) the various projects for the publication of certain of the material, discussed (pp. 63-69) the duty and the authority of the Library toward it, drew the conclusion that both the duty to print (within limits) and the authority existed, and announced that this publication (the Journals) was to be undertaken.

This report and announcement went to Congress and must (in legal presumption) be assumed to have been read by Congress. It met with no negative, no criticism.

(4) Since then three volumes have actually been issued, each of which has gone to every member of Congress.

IV. The usual publications of a library are bibliographic. Does a publication of this sort properly come within its authority?

No library thinks of a general publication in extenso of its manuscripts, but the occasional publication of selected texts is a common practice with research libraries, e. g., the Boston Public Library has issued three volumes of "Historical manuscripts" in its collections, printed verbatim et literatim.

The New York Public Library has printed in its bulletins selected correspondence which it possesses in manuscript.

The British Museum has issued even in facsimile a considerable series of texts; for instance, Biblical manuscripts, ancient charters.

Such publication is carefully circumscribed, but it exists. Its purposes are the three which fulfill the library's three primary duties—to acquire, to preserve, to make useful.

V. If such a publication was within my discretion, was the present publication a wise exercise of that discretion?

Can this be questioned?

(1) These are the records of the Continental Congress, the predecessor of the present Congress, and the Library is the Library of Congress.

(2) The records do not exist in print [save a fraction of them in the contemporary expurgated edition and early reissues of this]. They are therefore not practically available for Congress itself.

(3) They are needed constantly by every teacher and student in American history and economics.

(4) The incessant use of the originals would destroy them.

The merit and the value of the publication have not been questioned by anyone in or out of Congress. It has, indeed, evoked enthusiasm everywhere as the most important contribution to historical research that our Government has made. [See specimen comments appended, B.]

Our Government has published profusely, but it is far behind other Governments (e. g. England and France) in the publication of its own records, save those relating to the civil war.

In Worthington Ford we had, without cost to the Government, the most competent of editors, and we had also without cost data accumulated by him during twenty years, toward publication.

VI. Should the discretion exist?

It might be made subject to the approval of the Library Committee in a clause (in the sundry civil bill) providing that "any publication

not bibliographic paid for out of the allotment shall be subject to the approval of the Committee on the Library."

VII. Within the allotment such a discretion would be safe.

(1) The Library must first print its forms (including copyright), its catalogues (including the catalogue cards), and its bibliographic lists. These, with binding, will take the substantial part of even so large an allotment as this.

(2) It can print only what is properly edited, and the allotment provides nothing for editing. It can not secure appropriations for editing except by action of Congress.

Meantime there may be assurance in the way in which the discretion has been exercised in this very case, e. g.:

1. The publication was needed by Congress and by the public.

2. It was necessary, to save the originals, an administrative duty.

3. The publication is spread over a number of years, only one volume, as a rule, being issued each year. The cost of this draws but \$2,000 upon the allotment.

4. The edition and distribution were carefully limited to the prime purposes in view. Only 2,000 copies are printed. One copy goes to each member of Congress, one to each of a selected list of libraries and institutions, and the remainder—half of the entire edition—are set aside for sale. Of these (1,000 sets) 200 have already been sold by advanced subscription.

5. The evidence of care and of premeditation in the consideration of the project from both its legal and its practical aspects [as set forth in my report of 1904].

HERBERT PUTNAM,  
*Librarian of Congress.*

FEBRUARY 22, 1906.

---

#### APPENDIX A.

[From address by Mr. A. H. Allen, Chief of the Bureau of Rolls and Library, before American Historical Association, 1894—Annual Report American Historical Association, pp. 288, 291.]

In 1893 the Secretary of State asked for \$5,000 to continue the work of restoration and binding and to publish indexes of these manuscripts, and in a letter on the subject to the Secretary of the Treasury, dated October 16, he said:

"The \$5,000 asked for to be expended in restoring, binding, and publishing indexes of manuscript papers is designed for use in the care and preservation of the manuscript records of the Continental Congress, deposited with the Secretary of State in accordance with the act creating the 'Department of Foreign Affairs,' and of the manuscript papers of Washington, bought for \$45,000, appropriated by acts of June 30, 1834, and March 3, 1849, the Jefferson, Madison, and Monroe papers having been already restored, bound, and approximately indexed. The condition of these papers, from age and handling, renders constant care and speedy restoration indispensable to their proper preservation. The indexes contemplated are equally necessary to the use of the collection."

The appropriation was not made, but the work proceeded at the cost of the Department's allotment for "printing and binding," and is still continued at the expense of that fund.

Late in the summer of 1893 a bulletin was inaugurated for the purpose of publishing the calendars and indexes of the historical archives, together with certain special papers.

The initial number of this publication, entitled "Bulletin of the Bureau of Rolls and Library of the Department of State," and bearing the date of September, 1893, issued from the press early in December of that year.

Four numbers have already appeared:

No. 1, September 1, 1893, contains a list of the volumes comprising the papers of the Continental Congress, the beginning of a miscellaneous index of those papers, and an appendix commencing the publication of the documentary history of the Constitution of the United States, with the proceedings of the Annapolis Convention, etc.

Funds for the preservation and publication of the papers of the Continental Congress have been provided by legislation to the aggregate amount of about \$200,000 since the first year of the century; and for the preservation and publication of the six personal collections of these historical archives the total of appropriations is less than \$25,000 in fifty years. Since the close of the war of the rebellion the total of appropriations for the publication of the Rebellion Records approaches \$2,000,000, and will probably reach \$2,700,000.

From the historical archives the papers published with the money thus appropriated are the Journals of Congress and the Secret Journal; the Journal of the Federal Convention; 9 volumes of the Force Archives; the Diplomatic Correspondence of the American Revolution, by Sparks; the same, later, by Wharton; 3 volumes of Diplomatic Correspondence, 1783 to 1789, covering the first six years after the peace, by Sparks; the Madison Papers, the Jefferson Papers, the Hamilton Papers. All the publications, except the Journal of the Federal Convention, were imperfect, but none more so than the Journals of Congress.

FEBRUARY 23, 1906.

**Mr. CHAIRMAN:** As requested at the hearing yesterday, I send herewith—

1. The names of members of the Library service who have been sent abroad on its behalf and at its expense during my entire administration;<sup>a</sup> and
2. The object of these trips, the places visited, and the cost to the Government in traveling expenses.

Representative.	Dates. <sup>a</sup>	Places visited.	Cost of trip.
Herbert Putnam, Librarian.	June 3-Sept. 18, 1900...	London, and certain continental book centers (Paris, Belgium, Holland, Germany, Vienna).	\$737.20
A. R. Spofford, chief assistant librarian.	Aug. 10-Nov. 16, 1901...	Great Britain, Holland, Belgium, Paris.	472.29
Herbert Putnam, Librarian.	July 18-Oct. 28, 1903...	Edinburgh, London, Holland, Hamburg, Copenhagen, Christiania, Stockholm, St. Petersburg, Moscow, Warsaw, Berlin, Leipzig, Munich, Frankfort, Paris, Brussels, Paris; also book centers and official centers in Spain and Italy.	799.12
A. R. Spofford, chief assistant librarian.	Apr. 1-Sept. 6, 1904...	Various book centers in Great Britain, Holland, Belgium, Germany, and Italy; also Vienna and Paris.	641.74
P. Lee Phillips, chief division of maps.	July 11-Oct. 31, 1905...		899.98
Total such expenditure to date (7 years).	.....		3,650.28
Average per trip.			780.06
Average per year.			521.46

<sup>a</sup> Includes in each case annual leave (thirty days).

The above include all such trips<sup>b</sup> of a usual nature and for the ordinary business of the Library. In addition there has been one trip

<sup>a</sup> Seven years; the statement was to cover but five, but I have thought best to make it comprehensive.

<sup>b</sup> Doctor Scott, custodian of the law library, shortly after taking office was abroad for some six months in connection with the development of the collections, particularly in continental law and general jurisprudence. But his traveling expenses were met by himself, not by the Government.

entirely out of the ordinary. The Library had received the Spanish archives from Porto Rico, from New Mexico, and from Guam, so far as deemed of interest historically and appropriate to its collections. It sent a representative<sup>a</sup> to Manila to examine and report upon the archives there and other material in institutions or private hands which might be procurable or the knowledge of which would be useful in the development of our collections.

No transfer of the archives has resulted, as the commission decided to maintain a library and archivist at Manila. Other purposes of the trip were, however, successful; that is, the establishment of agencies at certain points in the Orient (particularly in the British possessions), the advertisement of the purposes and needs of the Library and the actual acquisition of valuable material by purchase, gift, and exchange. These benefits already offset the expense of the trip.

The expense of this trip, which lasted from January 3 to June 24, 1903, and included Manila, Japan, Shanghai, Hongkong, Singapore, Colombo, Calcutta, and Bombay, was \$1,443.20.

It was exceptional.

Added to the total, however, it brings the average expenditure per year for the seven years to \$727.64.

The total appropriations for increase are yearly \$98,000.

*Objects.*—The main object of all the trips was identical: "The acquisition of material (books, etc.) by purchase, gift, and exchange." Four-fifths of the books we need are abroad. We send a representative abroad precisely as a museum sends a naturalist or archeologist into the field: because the material itself is there. The books in question are—

1. Nonconcurrent publications, to be obtained only at auction or in the secondhand market.
2. Publications of institutions and societies.
3. Publications of official bodies.

For the second and third groups solicitation by letter must be supported by solicitation in person. For the first (books to be bought) periodical examination must be made of the stocks of the secondhand dealers. Of the thousands of such dealers there are several hundred who should be visited yearly. Their stocks are huge and constantly changing. Only a portion, and that often the least significant portion, of their contents are advertised in catalogues. Selection by sample of books of this sort is impossible and selection by quotation unsafe.

The Library has foreign agents, but they are ordinary dealers who merely secure and forward particular items on a percentage commission. It should maintain abroad a permanent representative on salary to represent its needs, to watch for and report to it exceptional opportunities and to negotiate in its behalf. In any case it should at least once a year, as I have each year remarked to your committee, send abroad a special representative with the duty—

(a) To examine in detail and report upon particular collections advertised.

(b) To examine the general stocks of the secondhand dealers, and report items for purchase.

<sup>a</sup> Mr. Worthington C. Ford, chief of division of manuscripts.

- (c) To make known our "wants" to dealers.
- (d) To inform them as to particular specialties in which we are interested and to insure prompt dispatch to us of their catalogues and "reports" of material not catalogued.
- (e) To inspect our agencies, discuss with our agents various matters of policy and practice, and inform them of our developing needs.
- (f) To visit the officers of societies, institutions, and Government bureaus in the promotion of gifts and exchanges, and the important foreign libraries in the promotion of these and other obvious benefits.
- (g) In general to advertise the scope, character, purposes, and resources of the Library, little understood abroad, and the less because of its title "The Library of Congress."

Each of the above trips had all of the above objects, although one alone would have necessitated them—the examination of material in the secondhand shops. Each of them has resulted in direct acquisitions<sup>a</sup> justifying it, but also in a general betterment of our relations with agents, dealers, and institutions, whose benefit will be more far-reaching.

Very respectfully,

HERBERT PUTNAM,  
*Librarian of Congress.*

Hon. LUCIUS N. LITTAUER,

*Chairman Subcommittee on the Legislative, etc.,  
Appropriation Bill, House of Representatives.*

## WAR DEPARTMENT.

WAR DEPARTMENT,  
*Washington, February 26, 1906.*

MY DEAR MR. LITTAUER: In pursuance of the understanding reached at the recent hearing on the legislative bill, I have this day forwarded to the Secretary of the Treasury, for transmission to Congress, additional estimates of appropriations for the War Department for the fiscal year 1907, for the employment of clerks, etc., as follows:

Office of the Quartermaster-General .....	\$47,940
Signal Office .....	25,320

<sup>a</sup>These could not be set forth in any practicable statement, for they consist of innumerable (in some cases thousands of) items now incorporated in our collections and of which no separate record has been kept. By way of example of the kind of acquisition that such a trip gives opportunity for, I may mention a half dozen of the products of the recent trip by Mr. Phillips: The purchase of some 200 early atlases containing maps invaluable in boundary disputes and other questions relating to American history; three large scale manuscript maps of the Panama Canal region; a manuscript map of a harbor in the Philippines made about 1780 (the only one extant showing this harbor on a scale sufficiently large, and promptly photographed by the Coast Survey for its work); an early globe of 1750; the 1507 edition of Ptolemy. The foregoing were examples of purchases.

The personal visit of Mr. Phillips to London insured the gift to the Library of a complete set of the ordnance survey of Great Britain, of which it had possessed only fragments. The set comprises some 10,000 sheets, which if purchased would have cost about \$5,000. Similarly, gifts of material from the government library at Calcutta and from semigovernmental institutions there alone exceed in value the cost of Mr. Ford's entire trip. Doctor Spofford's two trips resulted in the acquisition of a large quantity of miscellaneous items, particularly local history, and reports upon bookshops not issuing catalogues (he visited 69 in Madrid alone). Incidents of my last trip were the decision to buy one private collection of 4,000 volumes (Professor Weber's), to join with the library of Harvard in the part purchase of another (the Von Maurer), and to decline a third (the Gerritsen) which has since been bought by the John Crèer Library of Chicago. These are merely illustrations.

If these appropriations are made, reductions to their aggregate amount, \$73,260, may be made in the army bill, the sundry civil bill, and the fortifications bill, respectively, as follows:

## QUARTERMASTER'S DEPARTMENT.

Army bill:	
Regular supplies .....	\$960
Incidental expenses .....	39,260
Barracks and quarters .....	3,400
Transportation of the Army and its supplies .....	3,120
Sundry civil bill:	
National cemeteries .....	1,200
Total .....	47,940

## SIGNAL OFFICE.

Fortifications bill:	
Fire control at fortifications.....	\$25,320

Very truly yours,

W. M. H. TAFT,  
*Secretary of War.*

Hon. LUCIUS N. LITTAUER,  
*Chairman Subcommittee on the Legislative Bill,  
House of Representatives.*

MONDAY, February 26, 1906.

## POST-OFFICE DEPARTMENT.

**STATEMENT OF HON. GEORGE B. CORTELYOU, POSTMASTER-GENERAL, ACCCOMPANIED BY MR. FRANK H. HITCHCOCK, FIRST ASSISTANT POSTMASTER-GENERAL; MR. W. S. SHALENBERGER, SECOND ASSISTANT POSTMASTER-GENERAL; MR. EDWIN C. MADDEN, THIRD ASSISTANT POSTMASTER-GENERAL; MR. P. V. DE GRAW, FOURTH ASSISTANT POSTMASTER-GENERAL; MR. MERRITT O. CHANCE, CHIEF CLERK; MR. WM. E. COCHRAN, PURCHASING AGENT, AND MR. A. VON HAAKE, TOPOGRAPHER.**

## PROPOSED AMALGAMATION OF FORCE.

Mr. LITTAUER. Mr. Postmaster-General, for many years our lines of appropriation in connection with the Postmaster-General's Office and Department, the administrative service here in Washington, have followed a certain system and method; but, of course, recognizing that the Postmaster-General has a perfect right to organize or reorganize his forces as in his judgment may seem best under the appropriations, I see you have now submitted to us this year an entire new basis of arrangement and appropriation, and we want you, if you will, to explain to us fully, first, how the new arrangement is going to affect an increased efficiency of the Department, and, secondly, its bearing on economy and the saving of money.

Postmaster-General CORTELYOU. I hardly know how to put that in better shape than I tried to put it in my annual report. That statement in my annual report was prepared after very careful consideration, and I hoped it would be quite complete in the way of explanation.

In addition to that, we have submitted in the estimates—the original estimates and the revised estimates—various explanatory notes, with a view to clearing up any points upon which there might be doubt.

Mr. TAWNEY. I think what the chairman is aiming to get at is this: Of course, you, in your annual report, speak in a general way of this reorganization. If the committee should adopt your plan of reorganization, it would be necessary for us in the House here to go more into detail, to explain what that plan involved, and in what respect it would promote or tend to promote greater efficiency and result in greater economy; and the thought was, I think, on the part of the chairman, that you would go into details here and give your explanation of the reorganization, and then work out and demonstrate how that would operate toward bringing about superior efficiency and economy, so that we would be able to set forth a full explanation, in debate on the floor of the House, of the reasons and considerations which have moved the Department to ask for this change.

Postmaster-General CORTELYOU. Of course, I want to give any information that will be of assistance in explaining the plan of reorganization. But I am afraid that anything I might say now would be very largely a repetition of what I said in the report and elsewhere. When I took charge of the Department I had some advantage in the fact that I had previously been connected with it. When previously connected with it I was not only familiar with the one office with which I was intimately associated, but because of the fact that I did a great deal of work for the then Postmasters-General I became fairly familiar with the other bureaus of the Department. Naturally, upon taking hold, I gave attention first to the question of organization. I wanted to know whether the machinery here in Washington was as well calculated as it should be to a supervision of the large field force outside.

As time went on I made up my mind that there was conflict of authority; that bureau chiefs were working at cross purposes; that certain divisions assigned to different bureaus belonged more properly together; and in my statement in the annual report I gave an illustration of the division of authority over the duties of certain employees, notably in the case of postmasters, where one assistant had to do with one feature of the postmaster's work and another assistant had to do with another feature. That meant correspondence and communication between the one office and the other, and it also meant the bringing to my desk of cases for final decision which should never have come to me. In other words, if the postmaster, in all the essential duties of his office, were under the direct supervision of one assistant—the postmaster, the clerks, the carriers, his own office force—if all that business came under the jurisdiction of one assistant, all this correspondence and communication between the bureaus, and then the submission finally to the head of the Department, would be largely reduced or entirely done away with.

Our experience since the order was put into effect has corroborated our judgment at that time. The matter of reorganization was given the fullest consideration. We spent weeks and months going over various details of it. The four assistants were consulted repeatedly regarding such features of it as affected their bureaus. When the order was prepared for final action it was submitted naturally to the Assistant Attorney-General for any suggestions that he thought fit to

make regarding its legal aspects, and it was approved by him as to its legality and form.

That, perhaps, at least partly answers your first query.

Mr. LITTAUER. Experience has proved, then, in the few months that you have had it, that any objections that you saw in the organization have been overcome, and that the responsibility now lies with one head, rather than with two or three?

Postmaster-General CORTELYOU. Yes; and I speak now particularly as to the relief it has been to the head of the Department to be free from the submission to him—

Mr. LITTAUER. The Assistant Postmaster-General concerned finally passes upon most of the matters which come under his jurisdiction, while formerly they came under the jurisdiction of more than one Assistant Postmaster-General?

Postmaster-General CORTELYOU. Yes, sir. This would naturally lead to the question of economies. If you save communication and correspondence, and put together work intimately related, you naturally lead to economy. I believe that is the experience in all business.

Mr. LIVINGSTON. Yes, and you save time also, which is money?

Postmaster-General CORTELYOU. Yes.

Mr. TAWNEY. To what extent, if at all, as the result of this reorganization, is it possible to reduce the expenses of the Department?

Postmaster-General CORTELYOU. The Department shows a reduction of \$13,500.

Mr. LITTAUER. In the entire administrative force?

Postmaster-General CORTELYOU. In the entire administrative force: yes.

Mr. LITTAUER. The total expense of which is how much?

Postmaster-General CORTELYOU. About \$1,500,000.

Mr. TAWNEY. How is that effected? By making a reduction in the number of clerks, entirely, or only partly?

Postmaster-General CORTELYOU. I think that has been already explained in part to you. The estimate provides for taking over six laborers from the Treasury force and for including the railway mail service headquarters force and one or two other items. Then we made a request for clerks in the Fourth Assistant's office, of different grades from certain clerks we now have there, one being an offset to the other. We have \$900 clerks, and we have asked for clerks of two other grades, as we find a difficulty in keeping our \$900 clerks. They are asked for by other Departments. We lose a good many of those lower-grade clerks, and some of them are quite competent. Some, I believe, are stenographers and typewriters, and where they are stenographers and typewriters we are quite liable to lose them unless they have a salary that is an inducement for them to remain in the Department.

Mr. TAWNEY. Suppose Congress prohibited the practice of the heads of Departments making transfers, would that increase the efficiency of the force or keep down the constant demand for increase of salaries?

Postmaster-General CORTELYOU. I am inclined to think not. It would result in the clerks going out of the Government service altogether, particularly in the case of competent stenographers and typewriters.

Mr. TAWNEY. In what branches of business in this country are

stenographers and typewriters paid more than they are under the Government?

Postmaster-General CORTELYOU. I think we have here in the Departments in Washington, at \$1,000, stenographers that would get double that amount in private business.

Mr. LITTAUER. On the other hand, have we not also got those that get \$1,200 to whom no private business would pay more than six or seven hundred dollars?

Postmaster-General CORTELYOU. I am afraid that is so. I am afraid we have highly paid employees here who would not make as much money outside; but it works both ways. There is a certain glamour in the work of the Government to people of a certain temperament that often leads a young fellow to come here; and I think you ought to remember that a number of these Government clerks study in the local schools. That is particularly the case with stenographers and typewriters. It is an inducement to them to come here, even at low salaries, to have the educational advantages that are afforded in this city in the law schools and also in the dental and medical schools.

Mr. TAWNEY. That is one of the reasons, primarily, for their coming here?

Postmaster-General CORTELYOU. Yes. But I think that a young fellow who has enough spirit in him to seek better educational advantages is a pretty good type of man to have in the service.

Mr. BRICK. What effect has it on the efficiency of the clerks—this practice of attending schools? Do they do as much and as accurate work in the Departments as they would do if they were not attending school?

Postmaster-General CORTELYOU. I think so. I have never seen anything to the contrary.

Mr. BRICK. They do not shirk their work in order to pursue their studies?

Postmaster-General CORTELYOU. No, sir; I think not. They do as good work as possible, because of the desire to study here and complete a course and secure increased compensation by reason of higher attainments.

#### DETAILS AND TRANSFERS.

Mr. TAWNEY. But, General, in some large bureaus and Departments of the Government the practice of denying recommendations for transfers seems to have worked admirably. There is one bureau in the War Department where no transfers are made on the recommendation of the head of the Department from or to that bureau, and there has been no difficulty. The thought occurred to some members of the committee, in view of the fact that the Government is competing with itself, or the Departments are competing here with one another, and bureaus are often competing with one another in the same Department, that if the practice were stopped it might tend to better efficiency and a more orderly administration of the public business.

Postmaster-General CORTELYOU. I do not think it would. I know I have heard frequent complaints from the Navy Department, where they pay lower salaries in certain grades than in some of the other Departments, that they are in constant danger of losing some of their best clerks. I am very glad there was no agitation on the subject at the

time I was in the Department of Commerce and Labor, because I then needed very badly some thoroughly competent people from other Departments, and strenuous objection was made to their transfer. But the argument that the organization of a new Department required it put a somewhat different aspect on the matter and led to an understanding among the Department heads that they should help us out wherever we were entirely reasonable in our requests for transfers.

Mr. LITTAUER. You were able thereby to get experienced and able clerks? The other Departments, however, have suggested to us that their forces were disintegrated.

Postmaster-General CORTELYOU. No; I do not think we made enough inroad upon any force to have quite that effect; and, further than that, I doubt whether we should put obstacles in the way of a clerk who has ambition enough to forge ahead. I am afraid there is already too much of a spirit in the departmental service here that tends to crush out ambition.

Mr. TAWNEY. We are informed, General, by the heads of other Departments, chief clerks, etc., that this constant drain upon their clerical force is not because of their going out of the service and going into private establishments, but is entirely due to the fact that for the same character of work they are able to get higher salaries in some other Department.

Postmaster-General CORTELYOU. That should be met by a thorough investigation that would result in making more uniform the salaries in the various Departments for the same grades of work.

#### VARIETY OF COMPENSATION FOR LIKE SERVICE.

Mr. LITTAUER. But we find that people are doing the same work in the same Department and receiving different compensations.

Postmaster-General CORTELYOU. That is true, also; but that is an argument for rather than against my proposition. And I would add to what I said that that is a sort of work that should go on within the Departments as well as between the Departments. I mean that there should be an equalization of salaries for certain grades of work in the Departments and also between the Departments.

Mr. LITTAUER. How would you take care of promotions, then? Would you give a different character of work to a man who by experience has earned a promotion?

Postmaster-General CORTELYOU. Of course experience and capacity would have to have material weight in any scheme of promotion.

Mr. LITTAUER. But we are constantly having our attention drawn to the fact that a clerk at \$1,200, say, is doing the same work as a man receiving \$1,800, or it may be \$900, and so on.

Postmaster-General CORTELYOU. That is very true.

Mr. LITTAUER. And, naturally, the clerk looks upon it as an injustice.

Postmaster-General CORTELYOU. We have that shown in the cases of clerks who have spent a long time in the service—fifteen, or twenty, or twenty-five years. They reach the higher salaries, and we may take in new blood. That is particularly true in the case of stenographers and typewriters, who are not only good clerks, but have this additional qualification, and thereby are able to do vastly better work in the places of those high-priced clerks; but the latter are entitled to our consideration by reason of their long and faithful service.

Mr. LITTAUER. You would have no particular recommendation to make to bring about this equalization?

Postmaster-General CORTELYOU. No, sir; I have my hands full now with one Department, and I do not think I should tackle any others.

Mr. LITTAUER. I mean this in your own Department, this practice whereby clerks receive varying compensations for the same kind of work.

Postmaster-General CORTELYOU. I have given some consideration to that very question, and possibly in another year I would be in a position to make some recommendation that might be worthy of consideration.

Mr. TAWNEY. Would there not be a tendency on the part of the clerks themselves to bring about this equalization if the opportunity for transfer to positions with higher salary were done away with?

Postmaster-General CORTELYOU. I think that should be given serious consideration.

#### PROPOSED AMALGAMATION OF FORCE (AGAIN).

Mr. LITTAUER. Now, we notice in your reorganization plan that you bring into the departmental service some of the services that are now considered rather in the general outside postal work. How do you draw the line between administrative work and postal-service work? I notice, for instance, that the assistant superintendent of salary and allowances is provided for in the service bill. The assistant superintendents of the registry system are provided for in the administrative part of the work.

Mr. TAWNEY. And salary and allowances?

Mr. LITTAUER. Yes; and the question has come up here, particularly in relation to the railway mail service, whether or not that is administrative work, a part of the general work of the bureau, or service work. Is there any way of drawing a fair line between the two services?

Postmaster-General CORTELYOU. I think so; but is the salary and allowance provided in the service bill?

Mr. LITTAUER. The assistant superintendent is.

First Assistant Postmaster-General HITCHCOCK. They are field agents.

Mr. LITTAUER. What are these superintendents of registry system?

Postmaster-General CORTELYOU. They are field agents, somewhat in the nature of inspectors. Their work is in the field. They are under the supervision of the headquarters in the Department.

Mr. LITTAUER. Of course; the whole service is under the supervision of the headquarters.

Postmaster-General CORTELYOU. That is very true.

Mr. LITTAUER. Why should the superintendents of the registry system be considered executive and the assistant superintendent of salary and allowances be considered as belonging to the postal service outside?

Postmaster-General CORTELYOU. Those are details that I have not yet got around to. The reorganization is a broader plan for the rearrangement of the work, and these matters are questions which I have not yet reached in the course of administration. In the matter of the Railway Mail Service, we ask that the headquarters force, the

force that has supervision of the field work, as you may call it, shall be brought into the Department, so as to put that division on a plane with others in the Department, where the supervising office is in the departmental force.

Mr. LITTAUER. Will that eventually have any bearing on the salaries paid?

Postmaster-General CORTELYOU. It was not arranged in the slightest degree with that in view.

Mr. LITTAUER. Is not the question of thirty days' leave in the Department in contradistinction with the fifteen days' leave in the service outside connected with such matters?

Postmaster-General CORTELYOU. Yes. If they come into the departmental force it seems to me they should have the same rights and privileges.

Mr. LITTAUER. They would have.

Postmaster-General CORTELYOU. Yes, and they should have.

Mr. LITTAUER. That would be tantamount to giving them sixty days' leave—thirty days' annual leave and thirty days' sick leave.

Postmaster-General CORTELYOU. I think they should have the same rights and privileges as the Department force has, because they are right there and have the same hours and are in the same environment. I do not see why they should be discriminated against.

Mr. LITTAUER. Yes; but it is one of the extra costs of the Government that would be entailed by the transfer.

Postmaster-General CORTELYOU. The extra cost would be offset by the better administration we would have through uniformity of designation.

Mr. LITTAUER. There is only one real line to draw, and that is men doing work here in Washington at headquarters and men doing work away?

Postmaster-General CORTELYOU. Yes; that is the broad line, it seems to me; those who have the direction and supervision of the work, and those who are doing it.

Mr. TAWNEY. General, can you tell the committee what distinction there is between the duties performed by the assistant superintendents of Railway Mail Service and the assistant registers? I notice one is getting \$1,600 a year and the others \$2,000.

Postmaster-General CORTELYOU. I might refer back to what I have just said about equalization of salaries. I think some of those places would raise that very question. A high grade of work is done in both services. If you wish to know particularly of the work done by each of those classes of employees, I would like to have General Shallenberger explain to you the work done by assistant superintendents of the Railway Mail Service and have General Madden explain as to the registry superintendents.

Mr. LITTAUER. We appreciate in a fair way, I believe, their duties. The question is whether one set should be compensated at such a higher rate than the other.

Postmaster-General CORTELYOU. I should be inclined to say that there should be an increase in the lower grade.

Mr. TAWNEY. One thousand eight hundred dollars a year would be a fair salary for both?

## INSPECTION WORK.

Postmaster-General CORTELYOU. I should want to think that over pretty carefully before answering the question. I think the tendency in the matter of compensation to the force of officials who do inspection work, certain inspectors and these assistant superintendents of whom we have been speaking, is in the wrong direction. A number of those employees should be paid better salaries than they now receive. They are the means whereby we keep in touch with the great field force outside of the Department. There is one branch of the Department work that is organized with a view to the direct supervision of the field force, and that is the railway mail service. I wish that were so in regard to some other branches of the Department work. We have too many outside who are not under our direct supervision.

Mr. TAWNEY. That supervisory control has increased enormously in the last decade through your inspectors?

Postmaster-General CORTELYOU. Oh, yes; I understand that; but the rural free delivery accounts in some measure for that increase.

Mr. TAWNEY. You had 108 inspectors six years ago. You have 258 now, independent of the rural free delivery?

Postmaster-General CORTELYOU. But I think we have too few even now. The service is a very large one to supervise and inspect.

Mr. LITTAUER. Does the work of the inspectors make the service more uniform and better, and does it correct abuses?

Postmaster-General CORTELYOU. Oh, yes; in every way.

Mr. TAWNEY. How many of the 374 rural agents do you propose to transfer to the inspection force?

Postmaster-General CORTELYOU. The entire force of rural agents.

Mr. TAWNEY. Your entire force?

Postmaster-General CORTELYOU. Yes.

Mr. TAWNEY. I think it was only 160. You do not mean by that that the 374 rural agents are to be used exclusively in doing what the inspectors now do? You intend to utilize a part of the special agents in the rural free-delivery service in the work of inspection?

Postmaster-General CORTELYOU. A great deal of the work of the rural agents has heretofore been installation of service. But when I find that the cost of the rural free delivery has reached \$25,000,000 a year, I feel that it needs inspection now, so that the Department may know what is going on.

Mr. TAWNEY. So that this entire force, then, would be transferred to the inspection force, which would give you 633 inspectors, as against 108 ten years ago?

Postmaster-General CORTELYOU. There is an error in your figures. There are 167 rural agents; 226 post-office inspectors.

Mr. TAWNEY. The statement I got this morning was 374.

## PROPOSED AMALGAMATION OF FORCE.

Mr. LITTAUER. Mr. Secretary, the main item here that we want to consider is the method of appropriation. We realize perfectly well that you have reorganized the Department under the appropriations made last year, and you believe you have reorganized it in the line that leads to the betterment of the service?

Postmaster-General CORTELYOU. Yes.

Mr. LITTAUER. Now, for many years we have made the appropriation upon certain lines, so that here in the House, by comparing one year with another, we get a good idea of the increased cost and the increased necessities of the service as you estimate for them. Could you not just as well or more readily continue such reorganization as you feel it wise to make under the old system of appropriations than for us to reorganize our entire bill to follow out your new amalgamations? Would it be any detriment to you if we did not follow your new system? Would it be any improvement in the handling of matters in a Department if we adopted your new organization, as represented by your estimates, rather than follow the old estimates of the forces you want?

Postmaster-General CORTELYOU. I think it would be a detriment not to have the appropriation conform to the plan of reorganization. I wish the reorganization had been as easy to accomplish as I think it would be to accomplish this shifting in the appropriations of various items.

Mr. LITTAUER. But you know the reorganization can not go on continually!

Postmaster-General CORTELYOU. There is not likely to be in the near future a reorganization that will be anything like as broad as that which has just taken place. Anything further to be done along that line will be very small, relatively—a shifting of a few employees or the transfer, perhaps, of a division; but we have not in contemplation anything that is at all vital.

Mr. LITTAUER. But, on the other hand, look to it for a moment from the standpoint of an appreciation of the fact that the old method of appropriations has been going on under many Postmasters-General, and that they have all to a greater or less extent transferred divisions from time to time from one Assistant Postmaster-General to another as the necessities or exigencies of our particular circumstances at the time may have seemed to require. You know we had a transfer of the rural free-delivery system not long ago from one assistant to another, and of the inspection force as well!

Postmaster-General CORTELYOU. Yes; I should think that view might be considered in a change of Administration; but that during an Administration, a national Administration, it would be safe to make these appropriation bills conform to the Department's plan.

Mr. LITTAUER. Our ordinary method of taking up matters of estimates for the coming year is based on tables submitted to us that usually cover ten years of appropriations. We can thereby see the growth of the necessities of the Service, the additional number of clerks required in any Bureau, their compensation, and so on, as their annual requirements are brought to us by the estimates. Your submission makes necessary a thorough recasting of the old figures, and it makes the old figures as they stand now amount to nothing.

Postmaster-General CORTELYOU. I think the Department's letter in response to the inquiry of the committee puts that matter in a pretty plain light.

Mr. LITTAUER. You mean the submission of estimates based upon a scheme of reorganization?

Postmaster-General CORTELYOU. Yes; the letter and the notes explaining where we decide on a change. Now, the Department will undertake to furnish figures that will give the committee a clear idea

of expenses for any period you desire, whether it be ten years or twenty years on this new plan, if the changes can be made as we have suggested. I think it would be most unfortunate if the legislative bill and the Department's plan of organization should be at variance.

Mr. LITTAUER. Should be radically different?

Postmaster-General CORTELYOU. Yes. It would be unfortunate in matters of administration. It would look as though there was a difference of opinion upon the reorganization. I should, of course, most earnestly urge that these changes be made.

I think a strong argument in favor of that proposition lies in the fact that we have asked for no increase of force, but instead have shown a small decrease. If the change involved a large increase of force, that would require a good deal of explanation and also a good deal in the way of figures by way of comparison with other years. Most of that would be avoided by our adhering to our present force.

Mr. LIVINGSTON. It might lift him out of the old rut, and it might lead to a consideration of our bills more on the basis of merit than on the basis of old comparisons.

Postmaster-General CORTELYOU. I should rather you would say that than that I should.

Mr. BURLESON. If this reorganization is permitted, would it not be a very opportune time to equalize these salaries?

Postmaster-General CORTELYOU. Yes. As I said before, I am giving consideration to that subject, and later on I hope to put into your hands some data to throw some light on it.

Mr. BURLESON. Would not right now be the time to have that data?

Postmaster-General CORTELYOU. Not so far as I am concerned, because I have not had time to take it into serious consideration.

Mr. LITTAUER. It was just such an expression of your views as you have given here to-day that we wanted in order to clear our minds.

Postmaster-General CORTELYOU. Thank you.

Mr. LIVINGSTON. There will be no conflict between the field work and the Bureau or Department officials here? Take the general superintendent and assistant superintendents in the field, overlooking the field work, your plan of reorganization would bring no conflict between them and the Department?

Postmaster-General CORTELYOU. None at all. On the contrary, it is calculated to prevent conflict.

Mr. TAWNEY. General, I see that by referring to the letter which I received from you this morning I was in error as to the number of agents employed in the free rural-delivery service. It was 155 according to your letter, making a total, including inspectors, of 374, instead of the number of rural agents being 374.

Postmaster-General CORTELYOU. Are those the figures there?

Mr. TAWNEY. Yes; that is the number of inspectors; 219 post-office inspectors, and 155 agents in the rural-delivery service.

Postmaster-General CORTELYOU. That is the appropriation. Yes; it is less even than this. These are the figures of the appropriation.

#### OFFICE OF TOPOGRAPHER.

Mr. LITTAUER. When it comes to the appropriations, the various clerks of these different divisions are all bunched together under the head of one or the other. When we appropriate for them under separate divisions we keep the clerks of these various divisions by them-

selves. Take, for instance, the office of the topographer, something that we consider as an independent division or bureau by itself. We have before us the expenditures in the separate divisions each year, going back, for instance, ten years. We see the increased cost and the number of people employed and their compensation. But when you amalgamate that, as I believe you do in the Postmaster-General's service now—

Postmaster-General CORTELYOU. No; the Fourth Assistant's Office.

Mr. LITTAUER. Yes; in the Fourth Assistant's Office. Then those individuals that we have been keeping track of for years become amalgamated with the general force, and we lose our touch with them.

Postmaster-General CORTELYOU. I felt that the topographer's office should be under some official who would give it immediate supervision. The technical work of map making, I felt, should be where it could be given more supervision than I could give it myself. It has had very little supervision heretofore in the Postmaster-General's Office. And then the rural-delivery service requires special maps, and as they had so much map making to do, it seemed best to put the topographer under the direct supervision of the particular assistant postmaster-general having direct charge of that service, namely, the Fourth Assistant Postmaster-General.

Mr. LITTAUER. But it would have as much supervision in the office where it was appropriated for as the division of topography, with the number of employees thereunder stated, as it has been for a number of years, as it would if you took the entire force?

Postmaster-General CORTELYOU. It is not a very large force.

Mr. LITTAUER. No; but it makes it necessary for us to hunt to find out what is going on.

Postmaster-General CORTELYOU. I would not offer serious objection to that, but I would rather have it the other way, so as to have uniformity. It is comparatively a small force.

Mr. LITTAUER. I only mentioned that as an illustration of one out of the many divisions.

Mr. TAWNEY. Would the keeping of that division just as it has been heretofore interfere with your having that division under the supervision that you now propose?

Postmaster-General CORTELYOU. No; it would not interfere with it.

Mr. TAWNEY. If the estimates were made in that way, your orders with respect to supervision would be a matter of jurisdiction?

Postmaster-General CORTELYOU. It would not interfere seriously; but at the same time I hope it can be arranged the other way, for the sake of absolute uniformity in the Department. I do not want it to stand off by itself and have the other divisions appropriated for on a different basis. There, again, comes up the question of our estimates. If we had asked for an increased force, then the question might be rather acute. As we have not, but on the other hand have kept the force at the present appropriation, it seems to me that now is the time to make these divisions dovetail in fully with the general plan.

Mr. LITTAUER. They would go into the plan just as well if the divisions were specifically estimated for on the lines of past estimates.

Postmaster-General CORTELYOU. I think, then, the general question would come up as to whether you had not better appropriate for each division of the Department as a division. That I should not be in favor of.

Mr. LITTAUER. For what reasons?

Postmaster-General CORTELYOU. Not at present, at least.

Mr. LITTAUER. Because the divisions are not clearly enough separated?

Postmaster-General CORTELYOU. Yes; and further than that, I think that would be an upheaval that would work right in the line of what we are trying to guard against. Of course, the changes that have been made affect a fewer number of the divisions than those not affected, and it would be better to make the shift from the fewer to the larger than to make an order that would affect the entire Department.

Mr. LITTAUER. Well, that, of course, is true, but those that have been kept separate, those that we have records on now, lose their entire identity. For instance, take the office of the Fourth Assistant Postmaster-General. He had 356 on his force, and now you estimate for 425. The 25 in the topographer's office pass out entirely. We find, of course, the salary of the topographer and the assistant topographer, and then we go to some draftsman and map mounters, but they are all amalgamated into the one general force of the Fourth Assistant Postmaster-General.

Postmaster-General CORTELYOU. Have you any objection, Mr. De Graw, against that division being appropriated for as a division?

Fourth Assistant Postmaster-General DE GRAW. No serious objection.

Mr. LITTAUER. Do you think it would result in economy to bring them in?

Postmaster-General CORTELYOU. I think it would result in better administration and greater simplicity of designation. It puts in a division; that is, on a little different plane from the other divisions in the same office.

Mr. LITTAUER. Of equal importance?

Postmaster-General CORTELYOU. Yes.

Mr. LITTAUER. The same would apply to the purchasing agent's office—a new office. Congress wants to know what that change is costing. We have hitherto appropriated for it specifically.

Postmaster-General CORTELYOU. Exactly. I think that office might, for the present, be appropriated for specifically.

Mr. LITTAUER. Now, why does not the same reason operate or bear there as in the office of the topographer?

Postmaster-General CORTELYOU. That is a new office.

Mr. LITTAUER. We will say it is experimental yet. You probably no longer think it is experimental, but we think it is new yet.

Postmaster-General CORTELYOU. I think that is one consideration that should weigh with all of us.

Mr. LITTAUER. But your new plan wipes out the identity of that purchasing office.

Postmaster-General CORTELYOU. That is very true.

Mr. LITTAUER. It is just that line of thought that led us to ask you to call upon us, to see if we could not get fuller information upon this matter. The assistant attorney-general's office is another one of those branches, a clearly defined piece of work, carried on as a separate division with a given number of clerks, the head of which comes to you from the Department of Justice.

Postmaster-General CORTELYOU. That was true in the past in the case of the dead-letter office, and foreign mails, and several other divisions which have since been amalgamated.

Mr. LITTAUER. Your general recommendation is, though, that you believe the administration demands this amalgamation as you have suggested it?

Postmaster-General CORTELYOU. I do.

Mr. LITTAUER. You think, though, that some exceptions may be made—for instance, the purchasing office? You think that could be kept separately, under the supervision of course of the head that you desire, and without detriment?

Postmaster-General CORTELYOU. I will not say without detriment, but it could be, I think, without any serious inconvenience under our present plan.

Mr. LITTAUER. Are there any further questions, gentlemen? Well, sir, in a general way that is all the questions we want to ask you, Mr. Postmaster-General.

Postmaster-General CORTELYOU. There is just one consideration to be urged there. If the amalgamation of these divisions under their new assignments is completed, it means that at times when the work of one division falls off some of its force may be used for a division whose work is increased. In a big Department like the Post-Office Department that is always happening. Just at present we have a rush of work in the appointment division, and the clerical force for months has been unable to keep up with the work except through details from other branches of the Department.

Mr. LITTAUER. But that switching from one work to the other must always go on?

Postmaster-General CORTELYOU. Yes, but—

Mr. LITTAUER. Even from one Assistant Postmaster-General's force to another?

Postmaster-General CORTELYOU. I want to avoid details just as much as possible. We are reducing that to the minimum. It seems to me it would be a better system that would make it possible without a detail to move the force about as the exigencies of the work demanded. The clerk is usually assigned to a line of work as nearly as possible similar to his own, for which he is best fitted.

#### CONTINGENT EXPENSES.

Mr. LITTAUER. I do not think we took up the matter of contingent expenses last week.

Mr. CHANCE. No, sir.

Mr. LITTAUER. If you do not care to remain, General, you need not.

Postmaster-General CORTELYOU. I will remain here a little while.

Mr. LITTAUER. You increase your submission here to double the amount. That is caused by the decision of the Comptroller? That is the \$10,000 item?

Mr. CHANCE. Yes; that is added here, and taken out of the other.

Mr. LITTAUER. Yes.

Mr. CHANCE. That is in order to conform to the decision of the Comptroller that that must be taken out of the postal-service appropriation.

Mr. LITTAUER. Your estimate in the postal-service appropriation was reduced by that amount, was it?

Mr. CHANCE. Yes; it was reduced accordingly.

## TRANSFORMING BOILER SERVICE.

Mr. LITTAUER. How much did you expend this year in transforming your boiler service from the use of bituminous to anthracite coal?

Mr. CHANCE. That was in the neighborhood of \$2,400.

Mr. LITTAUER. That amount enabled you to complete it all?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. We added \$6,000 last year.

Mr. CHANCE. Yes. We only used \$2,400 of it.

Mr. LITTAUER. How many boilers did you change there?

Mr. CHANCE. We changed twelve; all of the boilers.

Mr. LITTAUER. Has the result proved satisfactory?

Mr. CHANCE. The change is just now about completed.

Mr. LITTAUER. How do you come to make this large estimate for painting? What do you base it upon? We understand the work required to be done, but—

Mr. CHANCE. We base it upon estimates received from three reputable painters in town, and the bids run from \$8,500 to \$12,500. We asked for \$10,500. Five hundred dollars of it is for our regular appropriation for painting roofs and general painting around the Department.

## MISCELLANEOUS EXPENSES.

Mr. LITTAUER. Your miscellaneous items—

Mr. LIVINGSTON. I see you have a change in miscellaneous items—telephone service, formerly \$800, now not exceeding \$1,500. That is on page 244.

Mr. LITTAUER. That is rather for the expenditure of law books.

Mr. CHANCE. Those items are the same—the telephone service and the law books.

Mr. LITTAUER. "Not exceeding \$1,500 may be expended for law books." This was formerly \$800. Where does the necessity for the increase of law books arise?

Mr. CHANCE. Those were appropriated for formerly under the miscellaneous items of the First Assistant's office in the service appropriation. That was included in their law books, books of reference, and city directories.

Mr. LITTAUER. You formerly had two appropriations for this purpose, and now you seek to get this one?

Mr. CHANCE. Yes.

Mr. LITTAUER. They have eliminated that from the service estimate?

Mr. CHANCE. Yes; we have.

Mr. LITTAUER. How much did you get in the bill last year?

Mr. CHANCE. We got \$1,000 for each Assistant and \$2,000 for the Postmaster-General's office. Now we put in the estimate for \$500 for each of the four Assistants and \$1,000 for the Postmaster-General.

Mr. LITTAUER. Then you are continuing the old system, only you are dividing it up?

Mr. CHANCE. That is, \$500 is to be used for traveling only. Formerly, under the decision of the Comptroller, certain supplies had to be purchased for the different offices out of that appropriation.

Mr. LITTAUER. What traveling is there? Do you mean to say the expense of traveling is to be defrayed out of miscellaneous sums? This refers here particularly, it seems to me, to law books.

Mr. CHANCE. That much of it is for law books.

Mr. LITTAUER. "Law books, books of reference, railway guides, city directories," and so forth, "necessary to conduct the business of the Department." There surely can not be any traveling expenses connected with that.

#### RENT OF QUARTERS.

Mr. LIVINGSTON. There is a note below there which says this \$3,000 is made up from eliminations from the other bill. What buildings have you rented?

Mr. LITTAUER. What is the total amount of rent that you expend here in Washington? Is it covered by the three items here—building for the storage of files, storage of post-office supplies, and rural free-delivery service, and rent of stables?

Mr. CHANCE. Yes; that is the total amount.

Mr. LITTAUER. The total amount of rent that the Department spends in the District?

Mr. CHANCE. Yes; out of this appropriation. There is an appropriation of \$5,000 paid out of the service fund for the mail bag and repair and lock shop rents. That does not include any stations or post-offices or anything of that sort.

#### DIVISION OF TOPOGRAPHY—MAPS OF RURAL ROUTES.

Mr. LITTAUER. When we turn to the division of topography I notice you are inserting an item of \$3,500 for the making of maps for the rural free-delivery service. Is that a new item? Have not those maps been made in the past?

Mr. CHANCE. The topographer can explain that. Those maps were formerly made from the service appropriation.

Mr. VON HAAKE. I would like to file this order of the Postmaster-General.

Mr. LITTAUER. These individuals were transferred to your office? They were not formerly employed there?

Mr. VON HAAKE. No; not formerly employed.

Mr. LITTAUER. What duties did they perform?

Mr. VON HAAKE. Making rural free-delivery maps.

Mr. LITTAUER. Where did they perform that work?

Mr. VON HAAKE. In the rural free-delivery office.

Mr. LITTAUER. Where were they paid from? Out of the service bill?

Mr. CHANCE. I think they were paid from the legislative bill. They were making maps for the rural free-delivery service, and the map making was consolidated.

Mr. LITTAUER. I understand the map making is carried on in the topographer's office, but where were they paid from—out of the legislative bill?

Mr. CHANCE. The clerks were paid for out of the legislative bill. The estimate first made was to transfer these clerks from the First

Assistant's Office to the topographer. That was before the reorganization. It is not necessary to make the transfer now, because the office will be under the Fourth Assistant's Office if the reorganization plan is carried out. This \$500 item does not refer to clerks. That is the expense for making the maps.

Mr. LITTAUER. It is not expense for clerks, but for work?

Mr. VON HAAKE. Yes, for the work—incidental expenses connected with it.

#### PROPOSED AMALGAMATION OF FORCE.

Postmaster-General CORTELYOU. I would like to say just one word in regard to the matter of appropriating for divisions. Under any plan to equalize salaries I think we can do it much better if we do not have the division line drawn so closely. Take, for example, the office of one Assistant Postmaster-General. If we do not have appropriations by divisions, we can adjust salaries, I think, more readily, though we have to deal as between one division and another.

Mr. LITTAUER. You mean by that that you would have your forces gathered together in larger numbers under one grade?

Postmaster-General CORTELYOU. Yes.

Mr. LITTAUER. But would that affect a readjustment of salaries? It would be by promotion?

Postmaster-General CORTELYOU. There would be a little greater facility of assignment to duties. There would not be quite the same amount of red tape to go through in order to take a man from one division to another and put him around in a different office.

Mr. LITTAUER. It would facilitate the designation?

Postmaster-General CORTELYOU. Yes; I think it would be a small help in that direction.

#### POSTAL-STAMP AGENCY.

Mr. LITTAUER. I think, Mr. Postmaster-General, we had better go into this postal-stamp agency a little bit.

Postmaster-General CORTELYOU. Yes; the question came up on Friday.

Mr. LITTAUER. I think General Shallenberger's hearing was pretty complete. I do not think we need anything further there. But I think, Mr. Madden, we had better ask you some questions in regard to that general stamp agency.

Will you take up this stamp-agency matter and describe to us the whole business in connection with it? Say whether or not any real change has taken place since the Government has been practically manufacturing its own stamps at the Bureau of Engraving and Printing; whether it requires any different forces in connection with that from what it did in former days when it was given out to outside contractors, and give us a clear understanding of it, so that we will get rid of this annual discussion and misconception.

Third Assistant Postmaster-General MADDEN. So far as I understand your question, there is no difference as to the Post-Office Department's position when the stamps are manufactured by the Bureau of Engraving and Printing or by a private contractor. The Bureau of

Engraving and Printing, through the Treasury Department, bid upon the contract the same as would an outside party, and the agency is a cog in the wheel for caring for the Department's interests as between the contractor and the Post-Office Department.

The system by which the matter has been conducted for some forty years, perhaps longer—my memory goes back only forty years—is that the orders from the postmasters, some 76,000 of them, come to the office of the Third Assistant Postmaster-General. There they are reviewed, to determine, for instance, whether the postmaster is making an excessive order, as postmasters often do, or perhaps ordering something that we can not supply, and a hundred and one other things that have to be looked into before it is decided to grant his order. If an order is granted, or granted after it has been reduced or some other action taken, it is then entered upon a sheet for that day upon the contractor, and that sheet is sent to the agency.

The function of the agency is to guard the Government's interests at the point of contract, where the stamps are manufactured. The addressed labels for the packages are written by that agency. The bills upon the postmasters are made by that agency, and in all respects the agency stands simply as the agent of the Department at the point of contract, and they theoretically inspect all the stamps in use and make account, and so forth, and take care of any claims where discrepancies are alleged and all such things as that. That is a general outline of the work.

Mr. LITTAUER. You look upon the work, therefore, as administrative work in Washington?

Third Assistant Postmaster-General MADDEN. Yes; it is.

Mr. LITTAUER. It has nothing to do with the service work? It is furnishing supplies to the service?

Third Assistant Postmaster-General MADDEN. Yes, sir.

#### ASSISTANT SUPERINTENDENT OF FINANCE DIVISION.

Postmaster-General CORTELYOU. General Madden, will you explain the necessity for the assistant superintendent of the finance division to sign warrants?

Third Assistant Postmaster-General MADDEN. Yes, sir.

Postmaster-General CORTELYOU. Because of the elimination of the stamp agents we lose that service, which is very important.

Third Assistant Postmaster-General MADDEN. Yes; we lose the service. There are from one to five thousand warrants on the Treasury issued every day, and it is quite a task to sign them. It occupies from one to five hours a day time, and the superintendent of the division, if he gave his time to that, would have no opportunity for overlooking the administration of his division, which is made up of many details in regard to the preparation of warrants, etc.

Under the act, the date of which I do not recall, to relieve that situation the stamp agent was designated to act as assistant superintendent of the finance division, and such part of his time as is not necessary to be employed at his agency is employed now in the stamp division signing warrants; and it takes from one to five hours a day to do that. Through the elimination of that agent we need some one to take the place and perform that service, and it is very necessary.

It is the desire to have the position formerly known as chief of the files and mails division designated now as assistant superintendent of the finance division at the same salary—there is no change of salary—to perform this service.

Mr. LITTAUER. I can not find where there is an estimate for the assistant superintendent.

Mr. CHANCE. There is no estimate. That came up later. That is an estimate for the chief of the files and mails division at \$2,000, and the order of the Postmaster-General abolishes that position.

Postmaster-General CORTELYOU. We ask for the change of designation from chief of the files and record division to assistant superintendent division of finance. The chief of the files and record division is a very competent man. The files and record division was merged with the office of chief clerk under the Third Assistant, because none of the other bureaus had a files and record division, and I wanted uniformity of operation, so that we would by this arrangement, if this change were not made, legislate out one of the most competent men in the Bureau. I think he is regarded as a very competent man.

Third Assistant Postmaster-General MADDEN. Yes; he is one of the most deserving men in the public service.

Mr. LITTAUER. His duties would not only be the signing of warrants, but such other duties in the Department as he may be specially qualified to perform?

Third Assistant Postmaster-General MADDEN. Yes, sir.

Mr. LITTAUER. Assistant superintendent of the division of supplies?

Mr. CHANCE. No.

Postmaster-General CORTELYOU. He is now asked for as the chief of files and records.

Third Assistant Postmaster-General MADDEN. It is a change of designation. It is designed to make him assistant superintendent of the division of finance.

Mr. LITTAUER. Will that carry with it the right to do this signing of warrants?

Postmaster-General CORTELYOU. Yes; he can be designated under the act referred to.

Third Assistant Postmaster-General MADDEN. Designated for the signature—

Postmaster-General CORTELYOU. Yes; I can designate anybody above the grade of an \$1,800 clerk.

Third Assistant Postmaster-General MADDEN. We have half a dozen designated now for emergencies.

#### CHIEF INSPECTOR.

Mr. LITTAUER. I would like to ask you a few things about salaries. Your chief inspector you recommend to be increased from \$3,000 to \$4,000?

Postmaster-General CORTELYOU. Yes; I wrote a letter giving some reasons why I thought that should be done. I compare it with the secret service division of the Treasury and an office in the Department of Justice.

Mr. LITTAUER. Your superintendent of the money-order system

receives \$3,500, and the general superintendent of salaries and allowances \$4,000.

Postmaster-General CORTELYOU. Yes, I know that is a variation that has got to be taken hold of some day.

Mr. LITTAUER. Then you have two superintendents of the delivery system—

Postmaster-General CORTELYOU. There is not much uniformity in the compensation of the chiefs of divisions.  
now.

Mr. LITTAUER. That will mean a leveling up unless we level down Postmaster-General CORTELYOU. I think it would work an injustice to level down now. The position of Chief of the Salary and Allowance Division is a very responsible place.

Mr. LITTAUER. You would make no suggestions, then, in connection with salaries at this time?

Postmaster-General CORTELYOU. I do not think we had better take it up at this time. I am anxious to work out this reorganization fully, and then later on take up the question of salaries, both for chiefs of division and other employees.

---

SATURDAY, February 24, 1906.

**STATEMENT OF HON. W. S. SHALLENBERGER, SECOND ASSISTANT POSTMASTER-GENERAL, ACCCOMPANIED BY MR. M. O. CHANCE, CHIEF CLERK.**

Mr. LITTAUER. Gentlemen, we have before us your submission, as per the Book of Estimates, which contains a consolidation or rearrangement of many of the subdivisions of the Post-Office Department. They are so elaborate that we were unable to follow the changes in the force from those carried in the bill for the current year, and we asked you to submit to us an arrangement of estimates for the years 1906-7 on the lines of present authorization.

Now, I think that in order that we can get an idea first of the changes in the force we had better take up this new arrangement that has been sent to us, as it will give us an idea of the actual changes in the force, and then we can come to the subject of consolidation and rearrangement as proposed in your original estimates. So, if you will take up the substitute provisions which you will find in a separate folder, we will begin to go through the bill as I have just indicated.

**OFFICE POSTMASTER-GENERAL STENOGRAPHERS.**

In the force now engaged in the office of the Postmaster-General the changes we note are, first, that you want to increase the salaries of two stenographers from \$1,600 to \$1,800. What duties do those stenographers perform—anything outside of the ordinary stenographers?

Mr. CHANCE. No, sir. Of course they have to stay later hours—all sorts of hours—in the Postmaster-General's office.

Mr. LITTAUER. Their work is entirely stenographic?

Mr. CHANCE. Yes, sir; I think so.

Mr. LITTAUER. Why did you submit this increase? One thousand eight hundred dollars for a stenographer is a high rate of compensation in comparison with what they are usually paid.

Mr. CHANCE. I know that when I was with the Secretary of War our stenographer got \$1,800. The Postmaster-General often stays at the office until 9, 10, or 11 o'clock and comes down on Sundays, and that necessitates the presence of the stenographer. It is not like the duty of an ordinary stenographer who gets off at 4 o'clock or 4.30 in the afternoon in other places. They put in nearly twice as many hours as the ordinary stenographer.

Mr. TAWNEY. They do not average that amount of time?

Mr. CHANCE. Not quite that amount of time, but they do not get away from the Postmaster-General's office until 7 or 8 o'clock.

Mr. LITTAUER. Are both of these men connected with the Postmaster-General's work?

Mr. CHANCE. No, sir; one of them is in the chief clerk's office.

Mr. LITTAUER. Would that same argument apply to the chief clerk's stenographer?

Mr. CHANCE. Not to such an extent; no, sir.

Mr. LITTAUER. Under the civil-service rules the Postmaster-General has the right to employ, outside of the civil-service regulations, two clerks. I notice a private secretary, and I take it for granted that he is one of them!

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Is there another one in the Post-Office Department?

Mr. CHANCE. The others are all under the civil service. The Postmaster-General has not taken advantage of the other clerk.

#### LABORERS.

Mr. LITTAUER. The next change is an addition of 6 laborers. What increase of work necessitates that increase?

Mr. CHANCE. I had an understanding in the summer with the Auditor, or rather we had a talk, in regard to the cleaning of the building. I am the superintendent of the post-office building. It seems when the Post-Office Department moved to this new building, for some reason or other—I was not there at that time—the Auditor provided a number of laborers to take care of the building up above the fifth floor; that is, for the sixth, seventh, and eighth floors. As I am in charge of the cleaning of the whole building I wanted to take charge of those men, and he agreed, when we were talking, to ask for 6 less laborers, but I find now that he has not done so. After I talked with the clerk of this committee yesterday I went to see him, but he is out of town.

Mr. LITTAUER. Are these laborers used in part in cleaning the building?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. These additional 6 laborers you want for cleaning purposes?

Mr. CHANCE. I wanted them only in case the Treasury Department asked for 6 less. I think I can see the Auditor—

Mr. TAWNEY (interrupting). Your plan contemplates putting the entire cleaning force of the building under your jurisdiction?

Mr. CHANCE. Yes, sir.

Mr. TAWNEY. And that would necessarily result in dropping the force now under the Auditor?

Mr. CHANCE. Yes, sir; under the Treasury Department.

Mr. LITTAUER. Heretofore you have been looking after the cleaning of the Auditor's office?

Mr. CHANCE. No, sir; this is just the cleaning of the building proper, the halls and corridors, not the rooms.

Mr. LITTAUER. Do you clean the building by male help or by charwomen?

Mr. CHANCE. This cleaning is by male help; the charwomen take care of the rooms. These men clean the halls, the cuspidors, the rails, the steps, and the elevators, and attend to the moving of furniture from room to room when there is a change.

Mr. LIVINGSTON. It does not cover the laborers in the basement who lift the bags?

Mr. CHANCE. Yes, a certain part of them, but not the coal passers. Of course, I do not want the additional laborers unless the Auditor will drop his laborers.

Mr. LIVINGSTON. Why should he control them?

Mr. CHANCE. He should not, to my way of looking at it. I think the taking care of the building should be all under one head.

Mr. LITTAUER. What force is really used in the cleaning of this big building? I notice that you have 32 charwomen, 1 female laborer, 3 female laborers, and 2 female laborers?

Mr. CHANCE. The 32 charwomen take care of the rooms.

Mr. LITTAUER. All the rooms alone?

Mr. CHANCE. Yes, sir; they sweep out the rooms. They work about four hours a day—from two and one-half to four hours a day—and get \$20 a month.

Mr. LITTAUER. Have you employment for the 30 laborers in cleaning.

Mr. CHANCE. Not in cleaning alone. We call on them for all heavy work, moving the files and taking files from the Post-Office Department over to the storage rooms.

Mr. LITTAUER. In practice does the force seem too large?

Mr. CHANCE. No, sir; it seems too small. These men are at work all the time.

#### COAL PASSERS.

Mr. LITTAUER. Then, you next want to increase the pay of your laborers and coal passers from \$500 to \$660?

Mr. CHANCE. Yes, sir. I think coal passing is the hardest kind of manual labor in the Department.

Mr. LITTAUER. Is that the lowest grade of labor you have?

Mr. CHANCE. Yes, sir. They work down in the basement, where the temperature is about 120° all the time. I think if there is any discrimination in salaries, it should be rather in favor of the coal passers.

Mr. LITTAUER. Have you had any difficulty in getting plenty of coal passers?

Mr. CHANCE. No, sir; none at all.

Mr. LITTAUER. Those are the only changes in the old force of the Postmaster-General's Office?

Mr. CHANCE. Yes, sir.

## DETAILS.

Mr. LITTAUER. How many details that you consider in a way semipermanent have you either to or from this force?

Mr. CHANCE. We have details from the First Assistant Postmaster-General's Office to the Postmaster-General's Office, one clerk at \$900 and one female laborer at \$480, and from the Office of the Third Assistant Postmaster, one clerk of class 4, one clerk of class 2, and from the Fourth Assistant Postmaster-General's Office, one clerk of class 3, two clerks of class 1, one clerk at \$1,000, and one clerk at \$900.

Mr. SHALLENBERGER. And there is one clerk detailed from my office at \$1,800.

Mr. CHANCE. Yes, sir; that is only a temporary detail. If this scheme goes through, of course that clerk will be returned.

Mr. LITTAUER. Those clerks you have just named are almost permanent details?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Their work is in connection with the Postmaster-General's Office?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Have you detailed any clerks away from that office?

Mr. CHANCE. Not from the force of the Postmaster-General's Office.

## PURCHASING AGENT.

Mr. LITTAUER. The office of purchasing agent was established when?

Mr. CHANCE. That office was established a year ago last July.

Mr. LITTAUER. They have had one year's experience?

Mr. CHANCE. Yes, sir; up to the first of last July.

Mr. LITTAUER. In the bill for the current year I believe we gave practically all the clerical force that is now connected with that bureau.

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Has the work of the bureau necessitated many details?

Mr. CHANCE. The work of the purchasing agent?

Mr. LITTAUER. Yes, sir.

Mr. CHANCE. Not since the present appropriation became available.

Mr. LITTAUER. The force has been sufficient to carry on the work?

Mr. CHANCE. Yes, sir; I think so.

Mr. LITTAUER. You have not submitted any changes in the force?

Mr. CHANCE. No, sir.

Mr. LITTAUER. The force now consists of how many clerks?

Mr. CHANCE. I think there are 8 or 9 clerks—8 clerks.

Mr. LITTAUER. What are the duties of the purchasing agent outside of supervising purchases; making contracts, I suppose?

Mr. CHANCE. Yes, sir; everything connected with the purchases.

Mr. LITTAUER. Does he accept the goods?

Mr. CHANCE. Yes, sir. There is a committee which passes on them and makes a report to him and to the postmaster, and he makes a recommendation to the Postmaster-General.

Mr. LITTAUER. He has supervisory authority over the delivery of goods under the contracts that he enters into?

Mr. CHANCE. Yes, sir.

## TRAVELING EXPENSES.

Mr. LITTAUER. How much of the fund for the present year will be expended for traveling expenses in connection with this office?

Mr. CHANCE. I have not the figures on that item. I am not prepared to say.

Mr. LITTAUER. Is it a substantial amount or a mere trifling amount?

Mr. CHANCE, I should think it would be less than \$200. That is just a guess.

Mr. LITTAUER. It is not an amount worthy of much consideration?

Mr. CHANCE. No, sir.

Mr. LITTAUER. Is the only man who travels the purchasing agent himself?

Mr. CHANCE. Yes, sir. I think possibly his chief clerk has made one or two trips as acting purchasing agent, but that is all; no one else.

Mr. LIVINGSTON. Do you find from that year's experience that you have saved any money by this system?

Mr. CHANCE. Yes, sir; I think so.

Mr. LIVINGSTON. Can you show the committee the saving which has been made?

Mr. CHANCE. I can not from the figures I have here, but I could very easily send up a statement showing what has been saved.

Mr. LIVINGSTON. Have you compared his purchases with those of the War Department and others, so as to see what he is doing?

Mr. CHANCE. There has been a comparison made. In his annual report you will see a comparative statement.

Mr. LIVINGSTON. Have we that report?

Mr. CHANCE. Yes, sir; it is in the report of the Postmaster-General.

Mr. LITTAUER. There is a special document, also?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Outside of the matter of the saving in dollars and cents is the method of work under his control in better shape than formerly?

Mr. CHANCE. Yes, sir; I think so, without any doubt.

Mr. LITTAUER. Have you better control over the various items purchased?

Mr. CHANCE. Yes, sir. It is all bought through one hand. It is not purchased through the different bureaus as formerly?

Mr. LITTAUER. Is every purchase connected with the Post-Office Department made by this agent?

Mr. CHANCE. For the Post-Office Department; yes, sir. I can not say as much for the postal service. I do not think he actually makes the purchases of all goods for the service generally throughout the country, but he passes on them.

Mr. LITTAUER. He passes on all purchases made for the service generally?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. And he personally passes upon all items purchased from the Department?

Mr. CHANCE. Yes, sir.

Mr. LIVINGSTON. He does it under the requirements of law, advertising, etc.?

Mr. CHANCE. Yes, sir.

## TWINE.

Mr. LIVINGSTON. Does he use his judgment in discriminating in regard to wrapping twine? Does he discriminate against cotton in favor of manila or jute, or does he take the old ground that cotton twine is not worth anything to wrap with?

Mr. CHANCE. No, sir; he has made a test of all of them. I do not know whether it is shown in his report or not. He has effected a saving of many thousands of dollars on that purchase alone.

Mr. LIVINGSTON. He saved \$65,000 in one year. Another one of them discarded one variety of twine and went abroad and took foreign twine entirely, and paid \$65,000 more for it than the year before. We got after him and he saved it the next time.

Mr. CHANCE. I think he has made a saving over that. I think he has cut it down nearly that much more.

## OFFICE ASSISTANT ATTORNEY-GENERAL.

Mr. LITTAUER. The next item is the office of the Assistant Attorney-General, and you submit no changes in that office. Is that office a busy office?

Mr. CHANCE. Yes, sir; it is very busy. We had to make a detail to that office to help them out.

## DETAILS.

Mr. LITTAUER. How many clerks have been detailed to that office?

Mr. CHANCE. Only one; a stenographer and typewriter.

Mr. LITTAUER. Is that detail there now?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. Is he likely to remain there?

Mr. CHANCE. No; I think we shall make a call for him in about thirty days.

Mr. LITTAUER. Where is he detailed from?

Mr. CHANCE. The Fourth Assistant Postmaster-General's Office.

## OFFICE FIRST ASSISTANT POSTMASTER-GENERAL.

Mr. LITTAUER. Now, we come to the office of the First Assistant Postmaster-General. There you submit no changes in the force as now organized?

Mr. CHANCE. Under the old organization we would not ask for an increase.

## DETAILS.

Mr. LITTAUER. What about details there?

Mr. CHANCE. At the present time there are some details, but under this reorganization order of the Postmaster-General—

Mr. LITTAUER (interrupting). They are details simply to carry out the reorganization, not in the particular work ordinarily carried on by the First Assistant Postmaster-General?

Mr. CHANCE. No, sir; not under this organization. There would not be any details to carry on this work.

## TRANSFER OF CARRIER SERVICE.

Mr. LITTAUER. Under the present organization which we are considering as in law the carrier service has been transferred from the Fourth Assistant Postmaster-General's Office to the First Assistant Postmaster-General's Office, has it not?

Mr. CHANCE. The rural carriers?

Mr. LITTAUER. Yes, sir.

Mr. CHANCE. No, sir.

Mr. LITTAUER. Was it not transferred a year or two ago?

Mr. CHANCE. That is some time ago, when the office was under investigation the force was transferred from the First Assistant Postmaster-General to the Fourth Assistant Postmaster-General's Office, and has been appropriated since then in that office and approved by Congress.

Mr. LIVINGSTON. And now you are seeking to take it back?

Mr. CHANCE. No, sir; not the rural delivery. The city delivery under this organization goes back.

## SALARIES AND ALLOWANCES.

Mr. LITTAUER. Which is the main bureau under the First Assistant Postmaster-General, the bureau of salaries and allowances?

Mr. CHANCE. Under the present organization?

Mr. LITTAUER. Yes, sir.

Mr. CHANCE. I think so.

Mr. LITTAUER. Do you know how many of these clerks, for instance, are at work on the money-order system, how many in the dead-letter office, and how many in the office of the superintendent of salaries and allowances, and what the condition of that office is under the present law?

Mr. CHANCE. In this transfer it will show. It is now under the First Assistant Postmaster-General.

Mr. LITTAUER. Under the First Assistant Postmaster-General, how many divisions are there?

Mr. CHANCE. As at present constituted?

Mr. LITTAUER. Yes, sir.

Mr. CHANCE. Salaries and allowances, money order, dead-letter office, division of supplies, and the correspondence division.

Mr. LITTAUER. Do you know how many clerks are ordinarily employed in the division of the money-order system; how many clerks are employed in each one of the five divisions?

Mr. CHANCE. If you will notice the note under the Third Assistant Postmaster-General, that gives the force in the division of money orders with the exception of the 14 who are employed on money-order supplies, and it is the idea to transfer them to the supply division, but that note gives you the force outside of the people employed in sending out the money-order supplies.

Mr. LITTAUER. How many clerks are employed in the division of salaries and allowances?

Mr. CHANCE. The division of salaries and allowances would not be affected by this order. We have not that division here.

Mr. LITTAUER. The great bulk of the clerical force is in the division of salaries and allowances?

Mr. CHANCE. No; I do not think so.

Mr. LITTAUER. The bulk of the clerks in the office of the First Assistant Postmaster-General?

Mr. CHANCE. No, sir; there are more in the dead-letter office than in the division of salaries and allowances, and I think there are just as many in the money-order division. There are more clerks in the dead-letter office than in any other division in the First Assistant's Bureau.

#### MONEY-ORDER DIVISION.

Mr. LITTAUER. Your design is to put the money-order division into the same office or to transfer it to the Third Assistant Postmaster-General's Office?

Mr. CHANCE. To transfer it to the Third Assistant Postmaster-General's Office—that is, all the financial part. The people who are employed in handling supplies for the money-order service go to the supply division.

Mr. LITTAUER. Those connected with the financial end are noted on page 9 of the bill?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. And they number 50, as the note describes it. What work do they perform?

Mr. CHANCE. They have to do with the money-order system all throughout the country.

Mr. LITTAUER. But the real handling of the money orders themselves comes under the Auditor, does it not?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. What work do these men do? Is this the book-keeping division of the money-order system?

Mr. CHANCE. They have the bookkeeping to do. That is a part of the work.

Mr. LITTAUER. What character of duties occupy these 50 individuals employed?

Mr. LIVINGSTON. When the money orders are cashed they all come back to this division?

Mr. CHANCE. They go to the Auditor's office. I do not think they pass through this division.

Mr. LITTAUER. This division never handles the money orders?

Mr. CHANCE. I do not think they consider money orders about which there is no question.

Mr. LITTAUER. Do they handle the postmasters' accounts in connection with money orders?

Mr. CHANCE. I can not say that they do; no, sir.

Mr. LITTAUER. What are their duties?

Mr. CHANCE. When the money orders come back here they go to the Auditor.

Mr. LITTAUER. You can not particularly describe the scope of their work?

Mr. CHANCE. No; I can not.

#### DEAD-LETTER OFFICE.

Mr. LITTAUER. Where do you transfer the dead-letter office to?

Mr. CHANCE. To the Fourth Assistant Postmaster-General's Office.

Mr. LITTAUER. And this is the force of clerks that would come under that head?

Mr. CHANCE. Yes, sir; in that note.

Mr. LITTAUER. How many clerks are you going to transfer?

Mr. CHANCE. All the clerks in the office. They are given on page 11 in the note.

Mr. LITTAUER. One hundred and thirty-five clerks are employed then in that division?

Mr. CHANCE. The total number of employees transferred would be 135; that includes the superintendent, laborers, and clerks.

Mr. LITTAUER. Everybody connected with the dead-letter office?

Mr. CHANCE. Yes, sir.

#### OFFICE SECOND ASSISTANT POSTMASTER-GENERAL.

Mr. LITTAUER. Now we come to the office of the Second Assistant Postmaster-General. Here again there are no changes submitted under the old organization except the addition of one assistant messenger.

##### DETAILS.

Are there any details to or from the force of the Second Assistant Postmaster-General's office?

Mr. CHANCE. No details to the Second Assistant Postmaster-General's Office. There are two details at the present time from the Second Assistant Postmaster-General's Office, temporary details.

#### ASSISTANT MESSENGER.

Mr. LITTAUER. What is the necessity for this extra assistant messenger?

Mr. SHALLENBERGER. That is to recognize as a departmental assistant messenger, a messenger that we have been using from the mail-bag repair shop because his duties were supposed to be largely between the mail-bag repair shop and the Department, whereas lately we have found it necessary to use him substantially all the time in the Department. We have not needed the services of a messenger between the two offices to the extent we formerly did, and we desire simply to recognize him now as on the departmental force.

Mr. LITTAUER. He was formerly provided for in the mail-bag repair shop?

Mr. SHALLENBERGER. Yes, sir.

#### SUPERINTENDENT RAILWAY MAIL SERVICE.

Mr. TAWNEY. Do I understand that you take out the superintendent of the railway mail service and his assistant?

Mr. SHALLENBERGER. That is proposed under the reorganization of the Postmaster-General, to take him out from the postal service bill and put him in the departmental service.

Mr. TAWNEY. He is not a part of the Department, under the decision of the Attorney-General, is he?

Mr. SHALLENBERGER. I have no knowledge of any such decision.

Mr. TAWNEY. Some years ago there was a decision that the superintendent of the railway mail service was no part of the executive department of the Post-Office Department. The mere fact that he was

housed here in Washington did not make him a departmental employee, that his duties pertained only and exclusively to the postal service and not to the Department.

Mr. SHALLENBERGER. I think that must be a decision which I can not now recall, but I should assume that it must be in the same sense that the chief post-office inspector could not be a departmental officer, as he is in charge of the entire field force of inspectors. As a matter of fact, he is a departmental officer and has been so recognized. The same is true of the superintendent of rural delivery. He is in charge of the entire field delivery service and its agents, but he is a departmental officer and so recognized. To be consistent, the only remaining official in general charge of a field service has been transferred to the legislative bill. The general superintendent of the railway mail service has been located for years in the Department and assigned to a bureau of the Department, reporting daily through that bureau to the Postmaster-General, just as all the others.

Mr. LITTAUER. It is administrative work in connection with affairs in the field?

Mr. SHALLENBERGER. Purely so. The discretion given the Postmaster-General under the law to organize his Department systematically and so report to Congress has never been questioned. Of course the organization is subject to the approval of Congress in the appropriation bills from year to year.

Mr. LITTAUER. To that extent the organization must be within the lines of appropriations of the number of individuals appropriated for whom the Postmaster-General can detail from one bureau to another?

Mr. SHALLENBERGER. Yes, sir.

Mr. LITTAUER. And hence carry out his own organization?

Mr. SHALLENBERGER. Yes, sir. The general discretion that he has permits him to use the entire body of departmental officers and clerks as the needs and interests of the service require. The original law authorized two agents of the railway mail service at salaries of \$2,500, back in 1867, I think, and Congress has recognized all the way along the right and duty of the Postmaster-General from year to year to designate the superintendent of the railway mail service and also to designate his assistants, and Congress acting—

Mr. LITTAUER (interrupting). Those assistants at least have never been recognized in the administrative force. The pay of the assistants so far has come from the postal service?

Mr. SHALLENBERGER. Yes; the pay of all the assistants.

Mr. LITTAUER. You referred in your remarks a moment ago to the fact that Congress had recognized the then railway mail service by appropriating salaries for a chief and assistant chief in 1866?

Mr. SHALLENBERGER. No; in 1867, as I recollect it, Congress recognized the railway mail service as a special branch of the postal service by authorizing the Postmaster-General to appoint two agents in charge of the railway mail service, one stationed at Chicago and one in the East. Subsequently the agent at Chicago was called to the Department at Washington and made the superintendent of the railway mail Service, the appropriation act simply recognizing him as such. Subsequently he was recognized as the general superintendent of the railway mail service.

Mr. TAWNEY. And appropriated for in the appropriation bill?

Mr. SHALLENBERGER. And appropriated for in the postal service bill. At a later date the rural delivery was established in much the same way and the clerical force of the superintendent having charge of the entire field service were on the postal service bill. Later on the rural delivery clerical force at headquarters was recognized on the legislative bill by act of Congress. Now, to make the organization complete and systematic, the Postmaster-General has felt, and is quite in earnest in that belief, that the general superintendent of the railway mail service, being the last remaining supervising official acting in the Department proper, should be recognized on the pending legislative appropriation bill. He has felt that it would be consistent with the organization already in fact secured.

Mr. TAWNEY. Does not that necessarily imply, then, that all of his clerical force and everybody who receives orders from him should be provided for in the same appropriation bill that his office or his salary is provided for?

Mr. SHALLENBERGER. I think not.

Mr. TAWNEY. If you want to carry out the system and carry it out logically?

Mr. SHALLENBERGER. Oh, no; it is not true of any other field force that we have. They are all in the postal service bill.

Mr. TAWNEY. They are all connected with the postal service as distinct from the Post-Office Department; that is, directly connected with it; their duties pertain exclusively to the railway mail service. The duties of this particular officer pertain exclusively to the railway mail service and those employed in that service?

Mr. SHALLENBERGER. Yes, sir.

Mr. LITTAUER. Why, then, are they a part of the departmental administrative force? Why are they not a part of the railway mail service force?

Mr. SHALLENBERGER. Because they are administrative officers under the direct supervision of the Postmaster-General and the Second Assistant Postmaster-General, housed within the Department, and in every respect responsible to the same regulations as other administrative officials.

Mr. LITTAUER. Practically all their duties are performed in Washington?

Mr. SHALLENBERGER. Yes, sir; practically all their duties are performed in Washington.

Mr. TAWNEY. Suppose that he was housed in Philadelphia, he could perform the duties as efficiently as here?

Mr. SHALLENBERGER. No; all his files and correspondence would then be accessible only in the postal service whereas now they are in the departmental service. It would seem as though the same reason would exist for each of the bureau chiefs being in the postal service. My duties as supervisory official are very largely in the field where I am given supervision of the railway mail service, all contract service, all electric and cable car service, all of which must necessarily be outside the Department and yet administered within the Department.

Now, to make the administration systematic and unify it, it would seem reasonable that all the administrative force necessary to direct and supervise the various branches of the postal service should be together in the Department, as closely in touch with the head of the

Department and his bureau officers as possible, and that all the office force of employees under the general superintendent of the railway mail service should be just as responsive to the general administration of the Postmaster-General as the clerical force of any other division.

Mr. LITTAUER. In actual practice to-day the superintendency of the railway mail service is located in the same building with yourself. Are you to-day in supervision of the service?

Mr. SHALLENBERGER. Yes, sir; I am.

Mr. LITTAUER. Do they report to you on various matters of administrative work?

Mr. SHALLENBERGER. Yes, sir; constantly.

Mr. LITTAUER. And their salaries are now paid out of the service appropriation?

Mr. SHALLENBERGER. Yes, sir; I can not see a whit of difference between the manner of conducting the larger business in the general superintendent's office from that in the superintendent of foreign mails office or in the contract division—none whatever.

Mr. LIVINGSTON. It is under the control of the Postmaster-General in every instance?

Mr. SHALLENBERGER. We are all under the control of the Postmaster-General, but by the regulations of the Postmaster-General the railway mail service has been attached to the office of the Second Assistant Postmaster-General.

Mr. LIVINGSTON. And he could attach it somewhere else?

Mr. SHALLENBERGER. He could. In either case it would be a departmental administration.

Mr. LIVINGSTON. It is a distinction without a difference they are trying to make. If the Postmaster-General is "boss," to use a vulgar term, there is no reason why he should not be put in as close touch with it as possible.

Mr. LITTAUER. What detriment to the service would there be if this office of the general superintendent of the railway mail service was in Chicago rather than here in Washington?

Mr. SHALLENBERGER. There would be the inefficiency that would be consequent upon an official being charged with the responsibility of supervising daily the work that lies a thousand miles away from him.

Mr. LITTAUER. The Second Assistant Postmaster-General is charged with the responsibility of this work?

Mr. SHALLENBERGER. Directly charged under the regulations.

Mr. LITTAUER. What character of supervision do you have over that work? Let us understand how the general superintendent of the railway mail service is connected with your own office?

Mr. SHALLENBERGER. All the administrative questions arising are subject to my approval, correspondence and orders are prepared for my signature relating to appointments, promotions, authorizations for postal cars, and other questions relating to the railway mail service.

Mr. LITTAUER. What does the superintendent do?

Mr. SHALLENBERGER. The superintendent is the chief of the service who directs all the details of the service. He receives reports from his superintendents in the field, passes upon all questions contained in those reports unless in doubt, when he submits them to my office for final approval.

Mr. TAWNEY. Is such reference made by mail?

Mr. SHALLENBERGER. Not always; they are sometimes by reference slip and sometimes made through conferences. Do you refer to the communications between my office and the general superintendent?

Mr. TAWNEY. I want to know whether all the communications or the matters over which he has passed requiring your approval are submitted through the mails by letter?

Mr. SHALLENBERGER. Not all. He is acting under the general instructions of the Second Assistant Postmaster-General, just as I am acting under the general instructions of the Postmaster-General, and a multitude of questions never reach the Postmaster-General because they are decided in my office. A multitude of questions never reach my office because they are decided by the general superintendent, in accordance with his general instructions. A multitude of questions never reach the office of the general superintendent because they are decided again by the division superintendents in the field, who must needs act promptly, but they are all subject to the approval of the Postmaster-General, running down through his subordinate force.

Mr. TAWNEY. The service is conducted under rules and regulations that are prescribed by the Postmaster-General?

Mr. SHALLENBERGER. So far as they can be prescribed.

Mr. TAWNEY. So far as they can be prescribed they are conducted under rules which the Postmaster-General has promulgated?

Mr. SHALLENBERGER. Yes, sir. Those rules, being general, require me in turn to construe them and promulgate a series of instructions to my subordinates. In turn my instructions to the general superintendent are so broad that he must construe them and under them issue his general orders to his eleven division superintendents.

Mr. TAWNEY. In the construction of his orders and those rules and regulations, has the general superintendent of the railway mail service exclusive jurisdiction in determining any of the questions that arise under the rules and regulations?

Mr. SHALLENBERGER. He has not. He does everything subject to the final approval of the Postmaster-General through the Second Assistant Postmaster-General's office.

Mr. LITTAUER. In practice is such a report made by the general superintendent?

Mr. SHALLENBERGER. Yes, sir; there is scarcely a day passes that he is not in conference with me.

Mr. LITTAUER. Those in charge of the post-office service bill claim that this has been considered, and ought to be considered, a part of the service work, this office of the general superintendent of the railway mail service. Your contention now is that it is purely administrative work or as much administrative as most of the other bureaus connected with the Post-Office Department. You referred a little while ago to the rural-mail system. That started out under the general-delivery system?

Mr. SHALLENBERGER. Under the free-delivery system?

Mr. LITTAUER. Yes, sir.

Mr. SHALLENBERGER. I think it did.

Mr. LITTAUER. And when it reached such proportions and there were scandals Congress decided that it would take a hand in the matter.

Mr. CHANCE. They were all appropriated for under the postal service and when the force grew to such large proportions the legislative bill carried the force employed in the Department, and they have

general supervision over the carriers outside, just as the superintendent of the railway mail service has supervision over the postal clerks.

Mr. TAWNEY. You understand that the Committee on the Post-Office and Post-Roads if this committee should conclude to adopt the plan of the Postmaster-General, would very earnestly contend against the inclusion of this office in the legislative bill and for that reason we want as full information as possible from you as to the reasons.

Mr. SHALLENBERGER. I appreciate that. Running back through all the history of legislation, and I myself was in touch with it a little some twenty-five years ago, Congress has always insisted that the Postmaster-General shall hold himself responsible for the organization of his Department and for the proper supervision of his field service. They have never questioned his positive and deliberate recommendations in detail matters.

Now, if the Postmaster-General feels that in the administration of the Railway Mail Service the supervision of it can be better effected by having its chief administrative officers departmental officials under the legislative bill, if he thinks that the head of the inspectors' service, having charge of 250 or more inspectors in the field, can be more efficient under that organization, and so says to Congress, I see no reason why Congress should deny him in the one case and comply with his wishes in the other, unless they can see that the administration would be less efficient.

Mr. LITTAUER. Do you claim it would be more effective in the legislative bill than in the postal-service bill?

Mr. SHALLENBERGER. We claim that it would be more consistent as part of an organized department.

Mr. LITTAUER. But not more effective?

Mr. SHALLENBERGER. I am not prepared to say that it would not be more effective, although we have gotten along very pleasantly, indeed. There has never been the slightest friction between us. I do not anticipate any, even if they should continue on the postal-service bill. In practice, the general superintendent, I imagine, would continue just as he has done. He has respected the postal laws and regulations which provide that he shall report to the Second Assistant Postmaster-General. He has respected those regulations not only properly, but pleasantly, and I have the utmost confidence in his continuing to do so.

I do not anticipate any special difficulty or change in administration, but when the Postmaster-General asked me as to what my judgment was in regard to the reorganization of the Department, although I knew that the general superintendent preferred to remain in the postal-service bill, I said I could not do other than say that the consistent and systematic organization of the Department naturally involved the relation he preferred for the general superintendents office.

Mr. TAWNEY. I understood you to say a moment ago that inasmuch as the Postmaster-General is responsible for the entire service, his judgment in respect to consolidation ought to have some considerable weight in determining this matter. I want to ask you whether it is the independent judgment of the Postmaster-General or whether that judgment is based upon the recommendation of those like yourself who have been in closer touch with the service and have had longer experience than he has?

Mr. SHALLENBERGER. In this particular case I think it was based upon his own intelligent judgment, because my estimates when they left my office were for these items to remain in the postal-service bill. I think Mr. Chance, the chief clerk, will recall that, but that later, when he requested my judgment in regard to the reorganization of the Department, as to whether to make the reorganization complete I should or should not recommend this, I said very positively that I should recommend it. If I were in his position I should regard it as necessary to make a thoroughly satisfactory and systematic organization to have all the divisions that are directly in touch with the several assistants and almost in daily conference with them, that he should put them all on the legislative bill.

Mr. TAWNEY. So it is the judgment of yourself as well as the judgment of the Postmaster-General that this should be done, and that it would tend to promote higher efficiency?

Mr. SHALLENBERGER. That is my judgment. It is due to the general superintendent and the assistant general superintendent to say that they do not agree with me.

Mr. TAWNEY. Do you contend or maintain that this consolidation would tend to promote higher efficiency in the service?

Mr. SHALLENBERGER. I do.

Mr. TAWNEY. In what respect would it have that effect?

Mr. SHALLENBERGER. In one sense deemed desirable it would put under the same departmental rules the clerical force of the general superintendent as the clerical force of the other divisions of the department. You may remember that a few years ago the salaries and allowances division had quite a large number of clerks detailed from the post-offices?

Mr. TAWNEY. The salaries and allowances division of the railway mail service?

Mr. SHALLENBERGER. No; of the Post-Office Department. Those details became so numerous that Congress saw proper to pass a law which forbids such details from the postal service to the departmental service. There is no law to prevent the general superintendent of the railway mail service from detailing any number of his clerks into his office, but he has been so wise and so prudent that he has kept the office force down to the lowest possible limit.

Mr. LITTAUER. And this force that you recommend is actually the force that has done the work and at the same salaries?

Mr. SHALLENBERGER. Actually at work and the same salaries.

Mr. LITTAUER. During the past year, or how long a time?

Mr. SHALLENBERGER. The past year. There is no change whatever in that regard. Any future effort to detail from the railway lines to the Department of a large number of clerks would be prevented if we had the general office of the railway mail service in the departmental service. I think it would not prevent the general superintendent from having just as efficient and as flexible a force as he needs, for the reason that he could transfer any of his efficient clerks in the field to the departmental service by passing them through the civil-service examination. He could increase his force just as we increase our force in the other departmental divisions.

Mr. TAWNEY. How long have you been connected with the service?

Mr. SHALLENBERGER. Nearly nine years.

Mr. TAWNEY. During that time have you ever recommended that consolidation before this time?

Mr. SHALLENBERGER. I have never recommended it to Congress.

Mr. TAWNEY. Or to the Postmaster-General?

Mr. SHALLENBERGER. No, sir.

Mr. TAWNEY. During this time has any Postmaster-General suggested this consolidation in the interest of the service?

Mr. SHALLENBERGER. I do not recall such recommendation.

Mr. TAWNEY. During this time has any of the Postmasters-General under whom you have served proposed this reorganization; and, if so, how frequently has it been suggested?

Mr. SHALLENBERGER. General Payne proposed a reorganization during the pendency of the investigation by transferring to the Fourth Assistant Postmaster-General's Office the rural free delivery and the city free delivery.

Mr. TAWNEY. That was only a reorganization to that extent?

Mr. SHALLENBERGER. Yes, sir.

Mr. TAWNEY. Has there been any general reorganization such as is now contemplated?

Mr. SHALLENBERGER. In Postmaster-General Wanamaker's time the entire reorganization occurred, and these various divisions were assigned to one or the other Assistant Postmasters-General. That was a complete and thorough reorganization.

Mr. TAWNEY. The organization of the Post-Office Department is at all times subject to the will of the head of that Department?

Mr. SHALLENBERGER. It has been so considered before, and Congress has approved the work.

Mr. TAWNEY. Have there been more or less changes made by the various Postmasters-General from time to time?

Mr. SHALLENBERGER. Very infrequent changes have been made; but the right to make them has never been questioned.

Mr. TAWNEY. Do you think that these frequent changes in the organization of the Department are conducive to good service and economical management?

Mr. SHALLENBERGER. I do not. I think it is unfortunate when we find it necessary to make these changes. I should prefer to permit the organization to go through a long series of years. Therefore I should approach the question of making any substantial changes very deliberately, and only after the most careful consideration and hearing of both sides. I have reason to believe that the present Postmaster-General has done that very thing. I have never known a man in my experience who has spent more time in digging out the fundamental reasons for recommendations than Mr. Cortelyou. He has very many times spent hours and hours of an evening in going back through the records of the Department and through the actions of his various predecessors to ascertain if a certain move that he proposed to make was wise. So I have come to have very considerable confidence in his organization of the service.

Mr. LIVINGSTON. You began to give some reasons why the general superintendent should be put under the Department's control, and you mentioned the detailing or transferring of clerks from the field into the office, independent of the civil service and independent of your wishes or the wishes of the Postmaster-General. Is not that really

the touchstone with him as to his objection? You stated a moment ago that the general superintendent was not in sympathy with this recommendation?

Mr. SHALLENBERGER. Yes, sir.

Mr. LIVINGSTON. And in answer to Mr. Tawney you stated one specific case and I supposed you would give others. The one illustration you gave him was that a man simply running on the line from Greenville to Atlanta could be transferred into the office here and that the civil service or nobody else could interfere with that; that he has absolute control and changes his clerical force in the building here under his immediate supervision as he desires. If he goes under the Department's control, as recommended by the Postmaster-General, that man would have to be transferred through the civil service?

Mr. SHALLENBERGER. Yes, sir.

Mr. LITTAUER. And that that was one abuse which this proposition might prevent?

Mr. SHALLENBERGER. I did not say it was an "abuse."

Mr. LITTAUER. Not an abuse, but a privilege which would be wiped out.

Mr. LIVINGSTON. Is there any other reason why that ought to be done?

Mr. SHALLENBERGER. There are several reasons. It would unify and systematize the methods prevailing in the Department with reference to the payment of employees. All our clerks are paid by the disbursing officer of the Department, for instance, on rolls which the Postmaster-General approves. Those rolls provide for so many clerks of this class and so many clerks of that class, and those clerks are responsive to the Postmaster-General in any one of the various bureaus or divisions of the Department, but when it comes to this particular class of clerks who are continuously employed in the office of the general superintendent of the Railway Mail Service they are not included within that class, they are not on the roll paid by the disbursing clerk.

#### CONTINGENT EXPENSES.

Mr. LITTAUER. How would it bear on the contingent expenses? The contingent expenses of the general superintendent of the Railway Mail Service are paid out of the service appropriation.

Mr. SHALLENBERGER. Certain of them.

Mr. CHANCE. Most of the contingent expenses of the divisions located in the Department here are paid out of the Department's fund.

Mr. LITTAUER. They are no part now of your departmental service?

Mr. CHANCE. They have been so construed in everything except stationery. We furnish the desks, the carpets, we paint the rooms and if any repairs are needed we take care of them.

Mr. LITTAUER. Do you furnish typewriters?

Mr. CHANCE. No, sir.

Mr. SHALLENBERGER. That is another point where we reach a little conflict of jurisdiction. When we come to furnishing the rooms of the division superintendents of the railway mail service located outside the Department, of course we can not appeal to the contingent fund of the Department. When we come to furnishing the rooms of the general superintendent, which is just as much Department furniture as any other could possibly be, this question arises as to whether

we should furnish it out of the postal-service funds or out of the Department funds.

Mr. TAWNEY. Have you ever encountered any difficulty in the Comptroller's office or Auditor's office in respect to the payment of these incidental expenses out of the contingent fund for the Department?

Mr. CHANCE. That question was brought up once in regard to the purchase of carpets. It was referred to the Comptroller and the Comptroller decided that they could be purchased out of the contingent expenses fund of the Post-Office Department.

Mr. TAWNEY. Then it was held to be a contingent expense of the Department and paid properly out of that fund?

Mr. CHANCE. Yes, sir; that is the only item on which the Comptroller passed.

Mr. LIVINGSTON. Who pays the general superintendent's pay roll?

Mr. CHANCE. They are paid by the city postmaster here in Washington.

Mr. SHALLENBERGER. They are paid just the same as all assistant superintendents in the field.

#### SUPERINTENDENT OF RAILWAY ADJUSTMENTS.

Mr. TAWNEY. I notice here that you have a superintendent of railway adjustments in the legislative bill.

Mr. SHALLENBERGER. Yes, sir.

Mr. TAWNEY. What are his duties?

Mr. SHALLENBERGER. His duties are as follows:

The Second Assistant Postmaster-General has charge of the following divisions:

*Railway mail service.*—Has charge of the railway mail service and the railway post-office clerks; prepares for the Second Assistant Postmaster-General cases for the appointment, removal, promotion, and reduction of said clerks; conducts the correspondence and issues the orders relative to moving the mails on railroad trains; has charge of the dispatch and distribution of mail matter in railway post-office cars and post-offices, and conducts the weighing of mails when ordered.

*Foreign mails.*—Has charge of all foreign postal arrangements (except those relating to the money-order system), including the preparation of postal conventions and the regulations for their execution, as well as the consideration of questions arising under them, and conducts the correspondence relative thereto both with foreign governments and private citizens. It also has the supervision of the ocean mail steamship service in all its details, including the settlement of the accounts with steamship companies for the conveyance of mails from the United States to foreign countries.

*Railway adjustments.*—Prepares cases authorizing the transportation of mails by railroads, cable and electric roads, wagons and pneumatic tubes in cities, and by mail messengers, the establishment of railway postal-car service, and changes in existing service; prepares orders and instructions for the weighing of mails, receives the returns and computes basis of pay therefrom; prepares cases for the adjustment of allowances to railroads for carrying the mails and for postal cars, and attends to all correspondence relating to these matters.

*Contracts.*—Prepares all advertisements inviting proposals for star and steamboat service, receives the proposals, prepares orders for the

award of contracts, attends to the execution of contracts, prepares cases and orders for the establishment of new service or changes in existing service, attends to all correspondence relating thereto, and prepares statistics and reports of mail service required by law.

*Inspection.*—Is charged with the examination of monthly and special reports of postmasters as to performance of mail service by contractors and carriers; the preparation of cases and orders for deductions for nonperformance of service and for the imposition of fines for delinquencies of contractors and carriers, of authorization for payment of railway postal clerks, of certifications of service to the Auditor for the Post-Office Department, and the correspondence relative to nonperformance of contract requirements for carrying the mails.

Mr. TAWNEY. His duties, then, are analogous to the duties of the general superintendent of the railway mail service?

Mr. SHALLENBERGER. They are analogous to a certain extent with those duties, because he takes supervisory control of the tabulations of the weighing of the mails and the installation of the postal car service.

Mr. TAWNEY. Does the superintendent and assistant superintendent deal with the adjustment of accounts of the railway companies in connection with their pay?

Mr. SHALLENBERGER. Yes, sir.

Mr. TAWNEY. And if any question arises, do they settle it in the first instance?

Mr. SHALLENBERGER. Yes, sir.

Mr. LITTAUER. It seems to me that they need administration in checking up the work of the superintendent of the railway mail service?

Mr. SHALLENBERGER. They do.

Mr. LITTAUER. Are they not, then, the administrative officers of that service?

Mr. SHALLENBERGER. They are the administrative officers of a distinct section of field service, but not of the particular administrative work of the general superintendent.

Mr. LITTAUER. But the general superintendent's work is part of their work to supervise?

Mr. SHALLENBERGER. No; the general superintendent's work is rather an administrative supervision of the railway postal service. The work of the superintendent of adjustments is to make provision for the compensation which is applicable to specific service. The general superintendent, for instance, under the general law, determines by the administrative force in the field just how much weight of mail has been carried for a given period over each of the railway routes, and the superintendent of railway adjustments takes those certified weights and under the law proceeds to determine how much each road is entitled to by reason of the increase or decrease of weight.

Mr. LIVINGSTON. He is just an auditor for the particular class of work coming under the general superintendent?

Mr. SHALLENBERGER. He is an auditor who is technically familiar with the administration of the service, the theory of the law being that the auditor shall be entirely independent of the administration of the service, so he can not determine the basis of a claim.

## OFFICE THIRD ASSISTANT POSTMASTER-GENERAL.

Mr. LITTAUER. Now, let us proceed to the Office of the Third Assistant Postmaster-General. I notice an item for the superintendent of the system of postal finance, who is required to give a bond. What character of work does he perform?

Mr. CHANCE. He draws all the warrants on the Treasury Department for the men throughout the service.

Mr. TAWNEY. How much of a bond does he give?

Mr. CHANCE. I think it is \$10,000. "In such sum as the Postmaster-General shall decide," and I think it is \$10,000.

## RAILWAY MAIL SERVICE PRINTERS.

Mr. LITTAUER. There is one other question which I would like to ask in regard to the suggested amalgamation under the general superintendent of the railway mail service. I notice that there is a number of printers provided for, and a pressman. You have a branch printing establishment in the railway mail service?

Mr. SHALLENBERGER. I will say that the printing office under the Railway Mail Service has been found to be convenient and economical in departmental affairs. The work done therein could not be done to the same advantage in the Government Printing Office.

Mr. LITTAUER. Why?

Mr. SHALLENBERGER. Very often important orders emanating from the various bureaus of the Department are placed in the hands of the printing office only a few minutes before the issuance of the daily bulletin, the daily bulletin showing all the various orders and changes of service, and being an institution of a great many years standing, found necessary in order that the field officers of the service may be brought in daily touch with the orders of the Department emanating from any one of the bureaus. That daily bulletin is published in the office of the general superintendent under his direct supervision. These orders are primarily for the use of the employees of the service.

Mr. LITTAUER. And distributed to all the employees through the division superintendents?

Mr. SHALLENBERGER. Through the division superintendents of the railway mail service and the leading postmasters. They are not distributed to all the employees, but to a certain number of employees throughout the country.

Mr. LITTAUER. The daily bulletin does not contain orders directed to one division, but includes the directions given to all the divisions each day?

Mr. SHALLENBERGER. It rather shows the departmental orders, not the orders of each of the division superintendents, not the detailed orders, in other words about the establishment of all new post-offices, changes made in star routes which, of course, the railway-mail clerk must take note of at once, in order not to throw the mail improperly. All those changes occurring throughout the Department daily are noted in the daily bulletin which is issued about 3 or 4 o'clock in the afternoon and immediately circulated through the mails and in other ways.

Mr. LITTAUER. How large a sheet is the bulletin usually?

Mr. SHALLENBERGER. About a foolscap in size and usually in two single sheets. About this size [indicating], usually two pages of it.

It has been thought that it could not be done at the Government Printing Office or any where else as promptly as right under the eye of the general superintendent. A few minutes before the matter goes to press they frequently receive changes from various divisions and bureaus of the Department.

Mr. CHANCE. Of course that could be done if we had a branch of the Government Printing Office.

Mr. LITTAUER. Why could it not be done at the Government Printing Office and you could telephone over the changes that come in the last ten or fifteen minutes?

Mr. SHALLENBERGER. The work could be done very efficiently and very promptly at the Government Printing Office, but we could not secure the same service that we are securing in the office.

Mr. LITTAUER. What is the necessity of the bulletin being gotten out so promptly? The changes, perhaps, of the last ten or fifteen minutes might go over until the next day without detriment to the service.

Mr. SHALLENBERGER. Not without detriment to the service. These frequent changes must be gotten to the clerks by wire very frequently.

Mr. TAWNEY. When urgent they are given by wire?

Mr. SHALLENBERGER. Yes, sir; to the division superintendents.

Mr. TAWNEY. And he communicates with the clerks in the same way?

Mr. SHALLENBERGER. Yes, sir.

Mr. LITTAUER. They are very similar in purpose to the orders of ordinary railroad superintendents to change the operations of trains or or something like that?

Mr. SHALLENBERGER. Yes, sir.

Mr. LIVINGSTON. Would it cost you less or more to have that work done at the Government Printing Office?

Mr. CHANCE. It would cost more.

Mr. LIVINGSTON. How much more?

Mr. CHANCE. At least one and a half times as much as it now costs.

Mr. BURLESON. Tell us why it would cost more?

Mr. CHANCE. I do not know why, but I do know that I have figured on this thing in a number of cases in the Department, and the cost is about twice as much at the Government Printing Office as on the outside.

Mr. TAWNEY. Are those people provided for in this proposed reorganization—are they receiving now the salaries which you propose to give them in this reorganization bill?

Mr. SHALLENBERGER. Yes, sir.

Mr. LITTAUER. In every instance?

Mr. SHALLENBERGER. Yes, sir; with the exception of one who is now getting \$800 and who is to be provided for at \$900. He is an assistant postal clerk.

Mr. TAWNEY. I am talking about the printers.

Mr. SHALLENBERGER. They are all to receive the same salaries they are getting now.

Mr. TAWNEY. There is one at \$1,300!

Mr. SHALLENBERGER. Yes, sir.

Mr. CHANCE. That is a class in the railway mail service. They have different classes—\$1,100, \$1,200, and \$1,300.

Mr. TAWNEY. Do you class these printers as railway mail clerks?

Mr. CHANCE. Yes, sir; they are railway mail clerks.

Mr. TAWNEY. Would it not be better administration to get printers and pay them printers' wages rather than pay them as mail clerks?

Mr. SHALLENBERGER. They are substantially receiving printers' wages. That has been a question which has been brought to our attention from time to time by the unions and in carefully calculating the wages for similar quality of service we find that while our salaries are a little lower they are not so very much lower as to create any friction whatever.

Mr. TAWNEY. You find your salaries for these printers are lower than the salaries paid to men outside in commercial establishments?

Mr. SHALLENBERGER. No, sir; not outside, but in the Government Printing Office.

Mr. TAWNEY. Have you ever made any comparison of their wages with the wages of men doing like work in commercial establishments?

Mr. SHALLENBERGER. I have not.

Mr. TAWNEY. It strikes me that \$1,000 for a pressman is a pretty high salary.

Mr. LITTAUER. Would you not come under the Department's regulation as to printing if the office of the general superintendent were brought under the Department's head?

Mr. SHALLENBERGER. We would call upon the Government Printing Office to transfer a clerk under the civil service to our office or we would call upon the Civil Service to furnish a list of printers.

Mr. LITTAUER. It would be practically the establishment of a branch printing office?

Mr. SHALLENBERGER. Practically so.

Mr. CHANCE. That is what it is now.

Mr. LIVINGSTON. That is what it is now, only it is not under the Government Printer.

Mr. SHALLENBERGER. I might say in regard to the propriety of maintaining such an office that the President has instructed the Keep Commission to consider that, among other subjects, and I presume that they are giving it very careful consideration. If you will remember, one of the points submitted to the Commission was as to whether the issuance of a daily publication by the Government containing all advertisements that are now issued through the newspaper press would not be a wise thing to do, and that Commission has been making some inquiries in regard to the establishment of this printing office in our Department and, I assume, will have recommendations to make.

#### POSTAGE-STAMP AGENCY.

Mr. LITTAUER. Last year the postage-stamp agency was brought in as a division under the Third Assistant Postmaster-General, and the force that had been employed was put into the regular classified service.

Mr. CHANCE. There was a number of temporary clerks on the rolls who were employed in the Department under the chief of the stamp division. They were brought into the stamp division. It did not affect this postage-stamp agency at all.

Mr. LITTAUER. What was the force that was covered in employed at?

Mr. CHANCE. They were employed doing clerical work in the stamp division.

Mr. LITTAUER. Their temporary employment was occasioned in what way, by the growth of the work?

Mr. CHANCE. I suppose that is the only thing which could be said. I do not know what really led to their employment in the first instance.

Mr. LITTAUER. It is a very small bureau as provided for here?

Mr. CHANCE. That is the agency.

Mr. LITTAUER. The service bill carries quite a number of clerks who are performing this character of work?

Mr. CHANCE. There are seven of them. There is a clerk of class 3, one clerk of class 2, and four clerks at \$900 each, and one clerk at \$840. That is the stamp agency.

Mr. LITTAUER. But I notice that there were transferred last year into the service five clerks at \$840 each, one clerk at \$720, and three laborers at \$760 each.

Mr. CHANCE. They were borne on the roll of the agencies employed in the Department on work in connection with the stamped-paper agencies and paid from the post-office appropriation. They were not employed under the stamp agent. The stamp agent's force stands just as it did. We make the request to do away with the stamp agent, at \$2,500, and transfer those clerks to the stamp division in the Post-Office Department, and the work will be done there under the head of the chief of division.

Mr. TAWNEY. How many clerks will there be in the stamp division—what will be the total number?

Mr. CHANCE. I have not that number here.

Mr. TAWNEY. Is it a large division?

Mr. CHANCE. There are between 40 and 50 clerks.

Mr. LITTAUER. In the regular service bill under the Third Assistant Postmaster-General there appears "Pay of agent and assistants to distribute stamps," "Pay of agent and assistants to distribute stamped envelopes," and "Pay of agents and assistants to distribute postal cards." Those three provisions were submitted last year. If this additional force is taken into the legislative bill and covered into the civil service it would take care of some extra men, temporarily employed, which you now seek to eliminate from the service force?

Mr. CHANCE. The entire stamp agency is located here in Washington. There is just one stamp agent here in Washington.

Mr. LITTAUER. That stamp agent was carried in the service appropriation bill?

Mr. CHANCE. Yes, sir; he is now. We want to transfer that force just as it stands, with the exception of the agent, and the chief of the stamp division will supervise the work.

Mr. LITTAUER. What becomes of the agent?

Mr. CHANCE. He is dropped out.

Mr. TAWNEY. Is he now in the classified service?

Mr. CHANCE. I do not know whether he is or not.

Mr. LITTAUER. What will become of the clerks provided for last year?

Mr. CHANCE. They are in the stamp division.

Mr. LITTAUER. They will be promoted?

Mr. CHANCE. This is a different crowd altogether—the agency itself. The others were people employed in the Department proper but paid from the other roll.

Mr. LITTAUER. What becomes of the force provided for there?

Mr. CHANCE. They are provided for in this appropriation, and it will leave them in the same shape.

Mr. LITTAUER. Then in addition to the force provided for on page 8 you want this force provided for in the post-office appropriation bill to come over to the departmental service?

Mr. CHANCE. Yes, sir.

Mr. LITTAUER. That is in addition to the force on page 8?

Mr. CHANCE. Yes, sir. All the work comes over there. The work will be done in that division.

Mr. LITTAUER. Has it been done there in the past?

Mr. CHANCE. It has been done in the agency.

Mr. TAWNEY. What was the character of work they were doing in the stamp agency?

Mr. CHANCE. All requisitions for stamps go to that division, and they are checked up by the stamp agency before they are sent out to the post-offices.

Mr. TAWNEY. All requisitions for stamps come to the stamp division of the office of the Third Assistant Postmaster-General?

Mr. CHANCE. Yes, sir.

Mr. TAWNEY. Those requisitions are filled by the stamp division in the Third Assistant Postmaster-General's Office?

Mr. CHANCE. Yes, sir. The requisition is passed upon in the stamp division, approved, and sent over.

Mr. TAWNEY. Approved and forwarded—

Mr. CHANCE (interrupting). To the stamp agency.

Mr. TAWNEY. Does the stamp agency secure the stamps and ship them to the post-offices?

Mr. CHANCE. They transmit the requisitions to the Bureau of Engraving and Printing, and the stamps are checked up there and sent out. They are sent out by registered mail.

Mr. TAWNEY. What work is there now being done in the stamp agency that would be transferred to the stamp division, in the Third Assistant Postmaster-General's office, that would require these clerks now employed in the stamp division or require the transfer from one to the other? If a requisition was made out, why could it not be sent right over from the Third Assistant Postmaster-General's office to the Bureau of Engraving and Printing without the work that is done in the agency before sending them over?

Mr. CHANCE. It will be done in this way now. The matter of preparing the labels and checking them up at the Bureau of Engraving and Printing and sending them by registered mail will be done by the same force, but under the direct supervision of the chief of division.

Mr. TAWNEY. How many employees are there transferred from the agency to the division?

Mr. CHANCE. Seven.

Mr. TAWNEY. I do not think you quite understand the question. Do they not to a very great extent in the stamp agency duplicate the work of the stamp division; and if there is a duplication what is the necessity of the transfer?

Mr. CHANCE. I think they do. I had a memorandum on that subject as to what their duties are, but I can not locate it.

Mr. TAWNEY. It seems from your statement that to a large extent there is a duplication of service. There is no necessity of transferring the entire force to the division, but to stop that duplication?

Mr. CHANCE. I brought that question up with the Third Assistant Postmaster-General's office, and they said that just for this work alone

they might not require the whole of the seven clerks, but as there was no increase asked for by their bureau the clerks could be utilized in the division.

Mr. LITTAUER. Then this is going to be a force that you can detail around the Department?

Mr. CHANCE. Not altogether. It may be the force could be reduced if they were to be employed purely on this work.

Mr. TAWNEY. From your statement it appears that this entire force in the agency will have nothing to do in the stamp division, because the work done by that force now is a duplication to a great extent of the work of the stamp division?

Mr. CHANCE. There is some duplication. There is certain work they do that they will do when transferred, such as writing labels and passing on requisitions that come to the bureau, and it will be necessary to keep a man at the bureau to check up and to see that the stamps are sent out.

Mr. TAWNEY. How many clerks are there in the stamp division of the Third Assistant Postmaster-General's Office?

Mr. CHANCE. I can not answer that question. There must be between forty and fifty clerks.

Mr. TAWNEY. And the requisitions are approved by that division before going to the stamp agency at the present time?

Mr. CHANCE. Yes, sir.

Mr. TAWNEY. Then they are sent to the Bureau of Engraving and Printing?

Mr. CHANCE. Yes, sir; and the stamps are sent out from there.

Mr. TAWNEY. And they are checked up again?

Mr. CHANCE. They are checked up after the stamps have been counted and put in bundles; checked up by these people.

Mr. TAWNEY. In the Bureau of Engraving and Printing?

Mr. CHANCE. Yes, sir. They are the contractors for the Post-Office Department.

Mr. LITTAUER. Since the Bureau of Engraving and Printing has become the contractor has it simplified the work in any way?

Mr. CHANCE. I do not know. When I go back to the Department I can prepare a memorandum on that subject and state just how many clerks will be necessary for passing on the requisitions.

#### OFFICE OF THE FOURTH ASSISTANT POSTMASTER-GENERAL, CHIEF POST-OFFICE INSPECTOR.

Mr. LITTAUER. We will take up the office of the Fourth Assistant Postmaster-General.

The first suggestion is an increase in the salary of the chief post-office inspector.

Mr. CHANCE. That was explained in the letter from the Postmaster-General to the chairman of the committee.

#### SUPERVISOR OF RURAL FREE DELIVERY.

Mr. LITTAUER. Now, we come to the supervisor of rural free-delivery service. You suggest there a reduction from \$2,750 to \$2,000. What bearing has that office upon being a service office rather than being an administrative office?

Mr. CHANCE. That is practically assistant superintendent of free delivery.

Mr. BURLESON. What do you mean by recommending a reduction in his salary?

Mr. CHANCE. To correspond with the assistants in other branches.

Mr. BURLESON. It is very unusual. Is there not some mistake about that? [Laughter.]

Mr. CHANCE. No, sir; that is correct.

Mr. BURLESON. Has that man dropped out?

Mr. CHANCE. No; he is still in the service.

#### INCREASES OF SALARY AND REDUCTION OF NUMBERS.

Mr. LITTAUER. What reasons do you give for the submission of changes in clerk hire—number of salaries and amount of salaries?

Mr. CHANCE. There are a number of changes in salaries, but the total is not increased. It is the same amount asked for.

Mr. LITTAUER. A year ago you had quite a number of clerks who had been transferred or detailed over to the Civil Service Bureau, and whom we provided for under the regular force of the civil service. Were they eliminated from your service?

Mr. CHANCE. No, sir. They were left in our service, but the Postmaster-General never took advantage of it, and never filled the vacancies, with the exception of one messenger, who was legislated out of office by the last appropriation bill; and the Postmaster-General has carried these vacancies right straight through. He thought it was not the intention of Congress to provide for those places, because they had been transferred to the other office.

Mr. LITTAUER. Is that the reason for these changes—from forty-one clerks of class 2 to thirty-two clerks and from thirty-one clerks of class 3 to seventeen clerks?

Mr. CHANCE. The Fourth Assistant submits estimates for the increase of six clerks at \$1,200 and of nine clerks at \$1,000, with a reduction of eighteen clerks at \$900, the total amounts offsetting one another, with no increase or decrease resulting, so far as the amount of money in the estimates is concerned.

Mr. LITTAUER. But it amounts to a large increase of salaries and a decrease in the number of clerks?

Mr. CHANCE. Yes, sir.

Mr. BRICK. What is the reason for that?

Mr. LITTAUER. The decrease in the number of clerks comes because the force had been detailed to the civil service?

Mr. CHANCE. No, sir; this is not in connection with that.

Mr. LITTAUER. Why do you increase, for instance, the sixteen clerks?

Mr. CHANCE. That shows transfers; a decrease of eighteen clerks at \$900. It is really three less places. It makes a difference of \$2,700.

Mr. BURLESON. Notwithstanding the fact that you increase the compensation of a good many of the clerks?

Mr. CHANCE. Yes.

Mr. DICK. What is the reason? Do you want to raise the salary of some of the clerks?

Mr. CHANCE. Yes; so that there will not be so many \$900 clerks. When a clerk gets into that division at \$900 the chances of promotion are very slim.

Mr. BURLESON. Are you going to increase the labors of these clerks you promote, or increase their compensation?

Mr. CHANCE. No, sir; not increase their compensation.

Mr. TAWNEY. The character and amount of work will still be the same?

Mr. CHANCE. Yes.

Mr. BRICK. It is with the idea of giving them a chance for promotion?

Mr. CHANCE. Yes. We will get a clerk at \$900, and if he is a good stenographer, before he can get a promotion there will be a call made to him from somewhere else at a better salary.

Mr. BRICK. The real reason is to hold your own employees and give them a chance for promotion?

Mr. CHANCE. Yes.

Mr. BRICK. Do you think it adds to their efficiency when they have a chance of promotion in view?

Mr. CHANCE. Yes.

Mr. BRICK. Do you think it adds to their efficiency after they are promoted? There is no advantage in that after they receive their promotion? The advantage is to those below?

Mr. CHANCE. They will stand a better chance of being promoted when they get out of this \$900 grade.

Mr. TAWNEY. One reason, then, for the fact that these \$900 clerks are asking and securing transfers to other Departments grows out of the fact that we have different grades of pay for clerks doing identically the same work, but in different Departments of the Government? For example, a stenographer and typewriter receiving \$900 a year can receive \$1,000 a year in another Department for doing identically the same work, can he not, under the law?

Mr. CHANCE. Yes; and in this Department, too. I have no doubt that we have some \$900 clerks who are as good as some who are receiving \$1,200, and doing just as good work.

Mr. BURLESON. And just as much?

Mr. CHANCE. Yes.

Mr. BURLESON. And there is this disadvantage, that the clerk receiving the lower compensation is constantly struggling to have it increased to conform to the salary received by the clerk who is receiving the highest salary?

Mr. CHANCE. Yes.

Mr. BURLESON. And it results in a general loss to the Government in the end by an increase of salary, because they never reduce them, unless it be very rarely.

Mr. LITTAUER. Now, I would like to get back to the bill here. I notice there is a force estimated for of eighteen less clerks and one assistant messenger under the Fourth Assistant Postmaster-General. How many vacancies are there now in this force that have not been filled by the Postmaster-General because of the transfer of the force to the civil service?

Mr. CHANCE. Seventeen.

Mr. LITTAUER. Seventeen vacancies?

Mr. CHANCE. Yes. The only place used in that force was one assistant messenger. All the rest are vacant.

Mr. LITTAUER. Can you give me the vacancies that now exist in the force, and the class, or the salary?

Mr. CHANCE. One clerk of class 3, one clerk of class 2, three clerks of class 1, two clerks at \$1,000, eight clerks at \$900, and one assistant messenger; we used one of them.

Mr. LITTAUER. The one assistant messenger you dropped?

Mr. CHANCE. Yes.

Mr. LITTAUER. Now, you have eight vacancies in clerks at \$900, but your submission is for 26 less clerks at \$900, which would mean the increase of salary of 15 of those clerks. Is that correct?

Mr. CHANCE. Yes, sir. Fifteen are to be promoted to \$1,000 and three dropped from the rolls.

Mr. LITTAUER. Then at \$1,000 you increase the force by seven, which means an actual increase of nine, there being two vacancies. And you also in class 1 increase the force by three, which means an increase of six, because there are three vacancies in that force now. In classes 2 and 3 you diminish your submission by one each, each one of those being represented by a vacancy. Your vacancies now amount to a clerical recompense equal to \$16,520, and in number 16 people, and you add the amount of \$16,270 to the salaries of the force regularly employed. Your submission for next year is \$16,270 less than the force appropriated for this year. Your vacancies during the present year's service amount in dollars and cents to \$16,520, so that your appropriation is practically what you used this year, and that despite the fact that you are dropping 18 clerks and one assistant messenger. Your force next year will be 18 less than the force appropriated for this year.

Mr. BURLESON. And you are taking the compensation now allowed to these eighteen clerks and adding it to those already in the service, so as to increase their compensation? Is that so, Mr. Chance? We do not want it confused with the other bureaus. We speak with reference to those eighteen clerks.

Mr. CHANCE. In the Fourth Assistant's Office we ask for six at \$1,200, making \$7,200, and nine clerks at \$1,000, making \$9,000. That is a total of \$16,200, and one assistant messenger at \$720. Then we ask for decreases of eighteen clerks at \$900, which equals \$16,200, and offsets these promotions or these six additional \$1,200 clerks and nine additional \$1,000 clerks. That does not take into consideration these seventeen rural carrier people.

Mr. LITTAUER. If you deducted from this year's appropriation the rural-carrier force at \$17,240, you would get the amount about equal to what you estimated for next year.

Mr. CHANCE. We are really asking for a net decrease of \$17,270 in the Fourth Assistant's Office.

Mr. LITTAUER. Which was represented by the rural-carrier force taken out of that?

Mr. CHANCE. Yes; with the exception of one assistant messenger.

Mr. LITTAUER. And that is the dollars-and-cents end of it?

Mr. CHANCE. Yes.

Mr. LITTAUER. In other words, you are about balanced up? You ask for about as much this year as last year, with the exception of the rural-carrier force; but in addition to the rural-carrier force you are going to drop a number of clerks and increase the compensation of those retained?

Mr. BURLESON. That is it.

Mr. CHANCE. That does not make any increase in the amount.

Mr. LITTAUER. No; but it makes a decrease in the number of clerks and an increase in their compensation.

Mr. CHANCE. It makes a decrease of three in the number of clerks.

#### OFFICE OF TOPOGRAPHER.

Mr. LITTAUER. Have you anything to say in connection with the office of topographer?

Mr. CHANCE. No, sir; not just at present. The question of increase in the contingent expenses will come up later.

Mr. TAWNEY. These maps which are gotten up by the topographer are all in relation to rural free delivery service?

Mr. CHANCE. No, sir; they are post-route maps.

Mr. TAWNEY. I wanted to know the nature of the work of the topographer and the extent of it.

Mr. CHANCE. He is handling the rural free delivery maps—

Mr. TAWNEY. As well as the post-route maps?

Mr. CHANCE. Yes.

Mr. LITTAUER. The Department has not submitted to us any miscellaneous expenses of the topographer's office, any increase of appropriation?

Mr. CHANCE. You will find that in the contingent expenses. You have not got to that yet, that \$3,000 item—

Mr. VON HAAKE. Yes; \$3,500.

---

THURSDAY, February 22, 1906.

#### DEPARTMENT OF JUSTICE.

##### STATEMENT OF MR. CHARLES H. ROBB, ASSISTANT ATTORNEY-GENERAL, ACCCOMPANIED BY MR. ORRIN J. FIELD, CHIEF CLERK; JOHN J. GLOVER, CHIEF, DIVISION OF ACCOUNTS, AND MR. ALEXANDER C. CAINE, DISBURSING OFFICER.

##### INSULAR AND TERRITORIAL AFFAIRS FORCE.

Mr. LITTAUER. On page 247 of the bill I see that the appropriations for the office of the Attorney-General for last year was \$211,640, plus an additional amount of \$25,000 carried in the sundry civil bill for insular and territorial affairs, Department of Justice, and this year you have submitted your estimates by covering the individuals carried under the sundry civil provision into the regular force, as I understand?

Mr. ROBB. Yes, sir.

Mr. LITTAUER. How were those insular and territorial affairs individuals appointed?

Mr. ROBB. They were appointed by the Attorney-General.

Mr. LITTAUER. Outside of the civil service?

Mr. ROBB. Yes, sir; and under the control of a special Assistant Attorney-General, Mr. Russell, upon the resignation of the assistant to the Attorney-General, Mr. Day, who had charge of the cases—anti-trust cases, so to speak.

Mr. LITTAUER. This was for insular and territorial affairs?

Mr. ROBB. Yes, sir. I will come to that in just an instant. The Attorney-General decided that he could dispense with one place, that is the place then held by Mr. Russell, who was the special Assistant Attorney-General. He appointed Mr. Purdy, who was an Assistant Attorney-General, to the position made vacant by the resignation of Mr. Day, and promoted Mr. Russell to Mr. Purdy's place, and that left the \$5,000 place. It is the intention of the Attorney-General to dispense with that place altogether, and to do the work hitherto performed by that bureau—

Mr. LITTAUER (interrupting). What work was that?

Mr. ROBB. The work that grew out of the taking on of the insular possessions.

Mr. LITTAUER. Has not the Bureau of Insular Affairs in the War Department a legal adviser?

Mr. ROBB. Yes, sir.

Mr. LITTAUER. What character of work comes to the Department of Justice in connection with insular and territorial affairs?

Mr. ROBB. In all the Territories with the district attorneys, marshals, and judges, there are more or less questions arise which have to be passed upon by the Department of Justice.

Mr. LITTAUER. That has always been so?

Mr. ROBB. Yes, sir; that is true. This, as Mr. Field, the chief clerk, says, is for insular and territorial affairs, but the Departments themselves, notwithstanding this Bureau that has been there at the War Department, send us a great many questions. For instance, take the question as to the title to the canal strip; that involved an opinion, I do not remember of how many pages. It involved an endless amount of work. There were two hundred or three hundred printed pages, Mr. Field says. Very few weeks pass by that some very important questions are not submitted by the Departments.

Mr. LITTAUER. Your present recommendation is tantamount to wiping out that little special division?

Mr. ROBB. Yes, sir.

Mr. LITTAUER. And yet you need the force that was employed there in your general work, you amalgamate the forces together, and then your general force will attend to everything in connection with insular and territorial matters?

Mr. ROBB. Yes, sir. Mr. Field reminds me that there was a provision made last year that we should submit detailed estimates. You will notice that the Attorney-General did not expend all the money that was appropriated for that Bureau. He makes this recommendation because he does not believe in the bureau system in the Department unless it is absolutely necessary. In other words, he believes in having the force there available for any work that may be detailed to it.

Mr. LITTAUER. And yet you do need all of that force?

Mr. ROBB. We certainly do.

Mr. LITTAUER. The force was appointed without the provisions of the civil service and you cover it into the permanent force of the Department of Justice. Are all the individuals now on the rolls?

Mr. ROBB. Yes, sir.

Mr. FIELD. It provides for those on the rolls on June 30, 1905, so that it does not keep the doors open, so to speak, for one year. That is, it takes those on the rolls on the 30th of last June, not next June, when this provision will take effect.

Mr. LITTAUER. And the purpose of that is?

Mr. FIELD. Not to leave the door open for one year before the law is made?

Mr. ROBB. Simply to cover those put in in good faith; that is the object.

Mr. LITTAUER. It is your present desire to keep in each individual?

Mr. ROBB. Yes, sir; each individual.

Mr. LITTAUER. Each one having been found efficient in the work?

Mr. ROBB. They were selected with special reference to their fitness for the work required of them. I think almost all of them are lawyers.

Mr. FIELD. Except two lady stenographers.

Mr. LITTAUER. That will account for, then, all the positions referred to in the note.

#### CHIEF CLERK.

The first matter outside of that is the submission of an increase in the salary of the chief clerk and superintendent of buildings. The chief clerk now receives \$2,500 as chief clerk and \$250 extra as superintendent of buildings. Your present submission is to add \$250 to that?

Mr. ROBB. Yes, sir. I would say in explanation of that item that the chief clerks of all the other Departments receive \$3,000. They also attend to superintending the buildings. In the large Departments there is an assistant who looks after the buildings. In our Department we have seven buildings, all told, and the chief clerk looks after those buildings.

Owing to the great diversity of subjects covered by our correspondence, it is very essential that the chief clerk of our Department be a lawyer. It will be at once apparent to you gentlemen that the mail which goes out should be very carefully scrutinized. There is a great deal of it, and he must not only be a good business manager, but he ought to be a lawyer. The Attorney-General feels that the chief clerk, who is a lawyer and does take care of the buildings, and whose duties are many and onerous, should receive the same compensation as that received by the chief clerks of other departments.

#### DISBURSING CLERK.

Mr. LITTAUER. You have a disbursing clerk at \$2,750 for whom you submit an estimate of \$3,000, and you also make a submission of an assistant disbursing clerk at \$2,000.

Mr. ROBB. As to the disbursing clerk, I will allow him to speak for himself. There may have been some misapprehension hitherto as to his duties. He disburses over \$3,700,000. He disburses forty-five separate appropriations. He not only disburses for the Department proper, but for the Court of Claims, for Indian Depredation Bureau, for the Spanish Treaty Claims Commission, the Codifying Commission of the United States, judges, marshals, attorneys and assistant attorneys and assistant marshals, and he also disburses the antitrust fund. Not only does he disburse these funds, but, unlike the disbursing officers of other Departments, he is an accounting officer as well. He is largely responsible for the accounts arising under these different disbursements.

Mr. LIVINGSTON. He audits the accounts?

Mr. ROBB. Yes, sir; and prepares his pay rolls—makes up the pay rolls. Here is a good way to put it. The other disbursing officers are simply paymasters. He is not only a paymaster, but he makes up his pay rolls and audits to a large extent the accounts themselves. He has to pay \$75 a year for his bond, so that his salary while apparently \$2,750 is really \$75 less. I will say, in addition to that, that we have had two defalcations in the Department within seven or eight years.

Mr. LITTAUER. In what branches?

Mr. ROBB. In this very office of the disbursing officer.

Mr. LITTAUER. What connection is there between the accounts he prepares and the accounts gone over by the chief of the division of accounts?

Mr. ROBB. He can explain that in detail. I am not familiar enough with the details to explain it to you.

Mr. CAINE. There is just this difference: I handle all the field accounts, the traveling accounts of people connected with Judge Thompson's division, Indian depredations. He has people traveling all over the United States. They submit their accounts.

Mr. LITTAUER. Do they submit the accounts to the disbursing officer or to the chief of the division of accounts?

Mr. CAINE. To me directly. The same is true of the Spanish Treaty Claims Commission, and also the accounts for defending suits, Mr. Pradt's division. All those accounts come to me direct and are examined by me and are paid direct by me. Then they are in turn made up, after they are approved by the Attorney-General, and are transmitted to the division of accounts, every one of them.

Mr. LITTAUER. They go to the division of accounts after the money is paid?

Mr. CAINE. Yes, sir.

Mr. LIVINGSTON. Who instituted that procedure?

Mr. CAINE. I do not know. That was the condition I found upon entering the office.

Mr. LITTAUER. What is the purpose of the division of accounts?

Mr. CAINE. That is quite different. They handle all the outside accounts, miscellaneous accounts, marshals, and witnesses' expenses.

Mr. LITTAUER. Handle them after they are paid?

Mr. CAINE. No; they are not paid. For instance, you are connected with the Department of Justice, and you are an examiner who comes under the expenditure of the prosecution of claims, and you are directed to proceed to New Mexico. You go off there and you keep an itemized statement of your account, which you transmit to me upon a regular form which I send you. That comes back to Mr. Clay, who has charge of that division in the Department. Mr. Clay immediately takes that account and sends it up to the disbursing clerk. I examine the account, and after examining it he certifies to it. Then it comes back to me in turn, and then I draw a check and I submit it through Mr. Clay to you for the full amount, not only the salary, but also your expenses. They are all paid by checks. That is the routine.

Mr. ROBB. If later on any item is disallowed the disbursing officer must make it good.

Mr. LIVINGSTON. Those papers then go where?

Mr. CAINE. My accounts must be finished and completed not to exceed the 20th of the month. Before the 20th of the month I take

all those accounts which we were speaking of and I get them together and I make a record of them, and I send them in turn down to the Attorney-General. He approves those accounts and they come back to me. Then I transmit them to Captain Glover.

Mr. LIVINGSTON. What does he do?

Mr. CAINE. Then they have another examination by him. Then, in turn, he submits them to the Auditor for the State and other Departments. He goes over them and audits them, and if he finds any mistakes he notifies me that there is a disallowance.

Mr. LITTAUER. What have you to say in regard to examining an account after payment?

Mr. CAINE. I have nothing to say about that.

Mr. LITTAUER. Have you ever called the attention of the Attorney-General to this plan of doing business?

Mr. CAINE. Yes, sir.

Mr. LITTAUER. Are there many instances coming back to you where there have been improper allowances?

Mr. CAINE. I have been the disbursing officer of the Department for four years the 23d of June next. In that time as disbursing officer the total loss to me individually has been \$49.72.

Mr. LITTAUER. How much money in that time have you compelled others to repay to you?

Mr. CAINE. I can not tell; but a great deal.

Mr. LITTAUER. What do you mean by "a great deal," \$50,000?

Mr. CAINE. No, sir.

Mr. LITTAUER. What do you mean by "a great deal?" Give us some idea.

Mr. CAINE. I get a letter from the Auditor for the State and other Departments saying: "We have disallowed against John Smith's account \$1 or \$1.50 for so and so." I immediately write to John Smith: "Herewith I send you a copy of a letter received this day from the Auditor for the State and other Departments, in which he disallows in your account \$1.50. Will you kindly remit the same to me?" They invariably do it. Then I in turn remit that money back into the Treasury.

Mr. LITTAUER. And that work now requires that you have an assistant?

Mr. CAINE. Yes, sir.

Mr. LITTAUER. In what way has the volume of work increased?

Mr. CAINE. It has not increased so much, with the exception of the antitrust fund. That is all.

Mr. LITTAUER. The antitrust fund is \$500,000, of which so far only \$120,000 has been expended?

Mr. CAINE. I will send you a statement.

(Printed in urgent deficiency hearings, page 274.)

Mr. LIVINGSTON. You are not doing anything with the antitrust fund?

Mr. CAINE. I think we prepared a statement for \$120,000, in round numbers.

Mr. LITTAUER. During what number of years?

Mr. CAINE. Three years this February. What I wish to impress on this committee is that the position of disbursing clerk of the Department of Justice is somewhat different from other disbursing officers. They are simply, as a matter of fact, paymasters. The truth

of the matter is that the disbursing clerk of the Department of Justice—if there is a disallowance made, and I have been very fortunate indeed, because I have only paid back, as I said, \$49.72—but, Mr. Livingston, the point is this: They disallow \$1.50 against you on your account. I have paid you the money. Then Mr. Livingston my die—he may move—something may happen. He might say, “I will not pay it.” There is no person in this world to pay it except me. I simply have to hold the bag.

Mr. LITTAUER. There is a division of accounts in connection with the Department of Justice. It would appear that the division of accounts might audit the accounts before payment. From your statement there is a disbursement before audit. I can not understand your method.

Mr. GLOVER. Mr. Caine is the disbursing officer. Of course the great bulk of his disbursements is mere salaries. There is practically no necessity for any audit where payment is fixed by law—how much is to be paid out. There are a number of accounts just like he speaks of that were paid until recently after being approved by the Attorney-General. Now they are paid and then approved by the Attorney-General.

#### DIVISION OF ACCOUNTS.

Mr. LITTAUER. What is your work?

Mr. GLOVER. My division examines the same accounts, and if we find any error or any overpayment or a payment to anybody who was not entitled to it, the disbursing officer is notified, and a reduction is made in the Department of Justice, and attention is called to that fact before he passes upon it and before allowance is made.

Mr. LITTAUER. Have you never suggested that your work should be done prior to the payment of the account?

Mr. GLOVER. That arrangement was entered into by the Attorney-General and the chief of the division of accounts at the time the division of accounts was created, and it has gone on since.

Mr. LIVINGSTON. Is it done in order not to delay the payment of salaries?

Mr. GLOVER. Yes, sir. The act of May 28, 1896, which put the United States marshals and United States attorneys on salaries, provided that all the salaries should be paid by the disbursing clerk of the Department of Justice.

Mr. LIVINGSTON. If the accounts went through your division first there would be a long delay?

Mr. GLOVER. Yes, sir.

Mr. LITTAUER. When you get through you pass the accounts over to the Auditor?

Mr. GLOVER. Yes, sir.

Mr. LITTAUER. And practically prepare the work for him to reaudit or pass upon again?

Mr. GLOVER. When any account comes to the division of accounts it examines carefully every item, to see that everything is in accordance with the law, to see that every proper voucher is there. If it is not there, the person who makes the payment, or the person who presents the claim, is asked to explain and to put the account in proper shape. The division is not in a strict sense an accounting division at all, and it

is not called an accounting division. It is called the division of accounts.

Mr. LITTAUER. You mean by that a record of the accounts?

Mr. GLOVER. No, sir; we examine the accounts to see that they are in proper shape and properly authorized. A great many of these accounts have to be previously authorized out of miscellaneous expenses or out other appropriations.

Mr. TAWNEY. You make no distinction whatever in your Department between payments that are fixed by law and open accounts, that is, salaries fixed by law; they might be paid in advance of audit, because the law fixes the amount and the disbursing officer determines accounts not fixed by law?

Mr. LIVINGSTON. Suppose you bought stationery or anything else that comes in as an open account, the disbursing officer would pay that and then the account would come to you?

Mr. GLOVER. If it is all for the Department of Justice it is paid after being approved by the chief clerk. The chief clerk makes that kind of a purchase himself and then it is paid by the disbursing clerk. He renders an account and then it is examined in turn by my division and goes over to the Auditor. If it is a disbursement for the United States courts it is not paid for by the disbursing clerk of the Department at all. It comes to my division in the first place and is examined there and goes to the Auditor. That is, the great body of that kind of disbursements. They are for the United States courts and not for the Department.

Mr. O'CONNELL. They place the money in the hands of the marshal, and charge it up to him. Then he disburses it—pays it to the jurors, etc. You have seen it done.

Mr. BRICK. Your business is of such a character that you can not audit your accounts before they are paid with the same convenience and satisfaction as you can after they are paid?

Mr. ROBB. A certain class of accounts; no, sir.

Mr. LITTAUER. You make advances to the marshals throughout the United States. Those accounts come in all kinds of form. You take them and prepare them in regular seried order and pass them on to the Auditor.

Mr. GLOVER. The United States marshal disburses all of the court funds. He is a bonded officer of the Government. He makes the disbursements. He has deputies that serve processes all over the district. He makes up his own accounts of all the disbursements to his deputies, the United States witnesses, the jurors in the United States courts, and those accounts are made up by me.

Mr. LIVINGSTON. Does he send in an itemized account? For instance, he has accounts for Smith, Jones, and Johnson; are those itemized statements that come to you?

Mr. GLOVER. They are all itemized. Everything is itemized, and we see to it that all proper subvouchers are furnished.

Mr. ROBB. I have had to pass in the capacity of Acting Attorney-General upon those accounts. They come in large packages and the papers go into the minutest detail. I would like to make this general statement: Whether the practice that has hitherto obtained of having payments made before the final auditing of the accounts is to prevail in the future or not, I want to give it as my judgment, and I think that would be the judgment of the Attorney-General, that I think it is

a very good system and a very good check on the accounts to put a responsible man, as we feel we now have, in the position of disbursing officer and to put some responsibility upon him to primarily examine those accounts. You can not have accounts too thoroughly examined. Either let him examine them primarily and then pass the accounts on to the disbursing officer before any payment is made or—

Mr. LITTAUER (interrupting). To whom?

Mr. ROBB. I think there should be a primary responsibility placed upon him in most of those accounts. I do not think the practice should change in respect to that.

Mr. LITTAUER. What is the purpose, then, of the division of accounts? I see you have three audits, practically. You have the audit of the chief clerk, the disbursing officer—

Mr. GLOVER. He certifies his own accounts.

Mr. LITTAUER. You are the first man who passes on the accounts, the second man is the chief of the division of accounts, and the third man is the Auditor?

Mr. ROBB. Yes, sir.

Mr. GLOVER. Let me explain that a very small proportion of the accounts except the mere salaries of the officers are passed upon by the disbursing clerk. The great body of the accounts, the accounts of the United States marshals, the clerks of the United States courts, the accounts of the United States district attorneys, and the accounts of the United States commissioners, they do not go to our disbursing clerk at all. All of his accounts are examined by one woman in my division, and she gives about not to exceed one-half of her time to those accounts, whereas I have more than twenty men working on other accounts.

Mr. LITTAUER. And after those sums have been disbursed the accounts come to your division for audit for the first time?

Mr. GLOVER. Yes, sir. They have to be paid in the field. The marshals, clerks, commissioners, and district attorneys' accounts are examined no place until they come to my division.

Mr. LIVINGSTON. The disbursements to the marshals are made in lump sums?

Mr. GLOVER. Yes, sir. He simply pays the marshals' salaries.

Mr. LITTAUER. He makes advances to the marshals?

Mr. GLOVER. We make the advances to the marshals to pay all the expenses. He itemizes those expenses in his account and account current. The accounts are approved by the courts, which does not signify very much, and then they come to the division of accounts. In examining an account we have to take a map of the State or Territory and follow every deputy over every mile he travels.

Mr. LIVINGSTON. I think it would throw some light on the whole business if you would explain how the defalcations took place under this system.

Mr. ROBB. The last one took place in this way: The accounts were all right, but when the Comptroller's examiner came around, in some way the disbursing officer had the funds there.

Mr. LIVINGSTON. In his hands?

Mr. ROBB. He had sufficient funds so that there was no apparent defalcation.

Mr. LIVINGSTON. Explain one thing. Your disbursing clerk draws on the United States Treasury for a lump sum?

Mr. ROBB. Yes, sir.

Mr. LIVINGSTON. Is there any check on him? Can he draw a million dollars as well as a thousand?

Mr. ROBB. No.

Mr. CAINE. I know just how much it takes a month to pay the marshals and the deputies. I will draw for them. I know how much it will take for the Supreme Court. I know how much it takes to pay the salaries of the other branches. The requisition is then signed and approved by the Attorney-General, and that money is placed to my credit.

Mr. BURLESON. What will that amount to in the aggregate?

Mr. CAINE. It varies from \$294,000 a month to \$312,000 a month. Then on the side for the outside accounts, defense of suits and claims, that is another appropriation, \$50,000; Judge Thompson's Bureau, \$45,000. The Treaty Claims Commission is \$112,000. I pay all that. That is the annual salaries and expenses. The expenses of the Department are drawn to a penny. I never carry much money in my safe, because I do not want it there.

Mr. LITTAUER. I still can not understand your answer to Mr. Livingston's question with reference to the defalcation when the agent of the Comptroller came around?

Mr. ROBB. He borrowed the money temporarily and put it there, so that the cash counted up all right.

Mr. GLOVER. He did in the other instances, but not in the last.

Mr. ROBB. The last time he got to the end of his rope. He could not cover the amount; he could not make it good; so he was discovered.

Mr. LITTAUER. And when the cash was missing the defalcation became known?

Mr. ROBB. Yes, sir.

Mr. CAINE. I only keep from \$2,500 to \$3,000, up to \$3,100 in my safe, except on pay days. Then, of course, we have from \$18,000 to \$19,000 and \$25,000. It simply remains there until pay day and then it goes out.

#### ASSISTANT DISBURSING CLERK.

Mr. LITTAUER. What is the necessity for this assistant disbursing clerk?

Mr. CAINE. I have been the disbursing clerk for four years. It has taken all my time. I do not mean that a man should not give all his time and services when called upon, but yet at the same time I have no bonded man in my office except myself. I am the only bonded officer connected with the Department of Justice, and I have thought all the time that I should have an assistant, who should be a bonded officer, in case I want to go away. I have been in the office four years and I have only been absent twenty-one days in that time. I have felt that they should give me an assistant. I expect I could get along without an assistant; I rather think I could.

Mr. ROBB. I can say this: The duties of the disbursing clerk are onerous. I know that he is there in season and out of season, and has performed the duties of his office with great satisfaction to the Department.

Mr. LIVINGSTON. Could you not take some clerk in the office and make him an assistant and give him a little more money?

Mr. CAINE. I think that would be better.

Mr. LITTAUER. What was done during the twenty-one days when you say you were absent?

Mr. CAINE. I did not sign any checks. The business had to wait until I could get back.

Mr. ROBB. If the disbursing clerk should be ill—fortunately he has not been ill—you can see the condition we would be in.

Mr. BURLESON. You say that the labor in the disbursing office had been somewhat increased by reason of the call upon you to disburse the funds appropriated for the enforcement of the antitrust law. Now, as a matter of fact, the principal expenditures that have been made under that appropriation have been for the payment of salaries?

Mr. ROBB. Yes, sir; but we have to look over the accounts of those people who are all over the country collecting evidence.

Mr. BURLESON. There are only a few people employed out of that fund?

Mr. ROBB. Quite a number. I just mentioned that as an item, probably twenty or thirty people.

Mr. BURLESON. The principal payments have been for salaries?

Mr. ROBB. I think so.

Mr. CAINE. We are paying now the expenses of about eighteen men.

Mr. BURLESON. But the report says that it is simply for salaries and expenses.

Mr. ROBB. It is the expense accounts that the disbursing officer has to go over with a great deal of care.

Mr. BURLESON. What has resulted from the expenditure of this \$120,682? How many suits have you pending in the courts?

Mr. ROBB. Mr. Purdy has charge of that special work. I do not know the number of suits. I think that is stated, however, in the statement we sent up here.

Mr. TAWNEY. The suit against the so-called paper trust, is that one of them?

Mr. ROBB. Yes, sir.

Mr. TAWNEY. And the beef trust?

Mr. ROBB. Yes, sir; and the tobacco trust.

Mr. TAWNEY. Are you prosecuting a case now against the tobacco trust?

Mr. ROBB. Yes, sir; and the fertilizer trust.

Mr. TAWNEY. Do you know of any other prosecution?

Mr. ROBB. I do not know of personal knowledge. I know there have been other investigations made.

Mr. TAWNEY. This fund is available for the investigation of violations of the antitrust law, as well as prosecutions under it?

Mr. ROBB. Yes, sir.

Mr. TAWNEY. So the expenditures do not relate entirely to cases prosecuted?

Mr. ROBB. No, sir; I think I can safely make this statement. A great many complaints come to the Department, and I know it has been the policy of the Department to investigate every complaint that was apparently well founded. I do not mean by that that the Department has confined itself to those cases in which complaints have been made, but it has been the policy of the Department to investigate every complaint that was apparently well founded.

## CHIEF BOOKKEEPER AND RECORD CLERK.

Mr. LITTAUER. The next item is "Chief bookkeeper and record clerk, \$2,000," division of accounts.

Mr. GLOVER. The gentleman who would be the chief bookkeeper has been before this committee numerous times. He is holding a position of responsibility, and deserves a larger salary. I know men who do similar work in other departments, especially in the Treasury Department—

Mr. LITTAUER [interrupting]. What is his salary now?

Mr. GLOVER. Eighteen hundred dollars. Gentlemen who do similar work and who do not do nearly the variety of work he does get at least \$2,000.

Mr. LITTAUER. You do not drop any of your \$1,800 clerks. You increase your force?

Mr. GLOVER. That I will explain further. I do increase the force. It is not only a place that demands that kind of a salary, but he makes up all the estimates for the appropriations. He makes up all the requisitions for the advance of money to the United States marshals and other people. He is the head of the bookkeeping division. We have to do a large amount of bookkeeping. That is necessary not only because it is necessary in itself, but a great deal of it is required by law, and it is work that must be done with extreme care.

For instance, at the end of every fiscal year we have to apportion the appropriations to United States marshals with extreme care, and that must be left to him largely or we will either have a deficiency of money on hand or not enough money to the credit of the appropriation. That is, we would have a deficiency in one district and plenty of money lying in another district, and that would consequently cause a great deal of additional expense to the Government, because whenever money is not there the courts are adjourned and witnesses have to be brought back and juries have to be brought back, and so on, but outside of that Mr. Kennard, who is not here to-day, is an extremely capable man. He is a genius for figures and bookkeeping. His work is extremely difficult, and he stands in every way well.

Then, I asked for an additional clerk this year, for the reason that at that time expected, as we suggested in the estimates, to have transportation orders furnished the United States marshals, to be used by them and their office deputies. That would have required a large amount of bookkeeping. That idea is abandoned, but Congress is now requiring extreme care in the using of money, especially our miscellaneous expense appropriation, and if the division of accounts has to do what is required by the deficiency appropriation bill I will have to keep another set of books, and it will require the work of another man.

Mr. LITTAUER. What is the total amount of money you disburse under "contingent expenses?"

Mr. GLOVER. I do not know.

## PROMOTION OF ASSISTANT MESSENGER TO MESSENGER.

Mr. LITTAUER. We have here a submission also that one of your assistant messengers be promoted to messenger.

Mr. FIELD. Yes; that is an item submitted by the Attorney-General personally for his own messenger. He has an assistant messenger who

is receiving \$720. He has been assigned to the Attorney-General's office for several years. The Attorney-General would like to have his salary increased to that of messenger at \$840 a year.

Mr. LITTAUER. What does the one messenger you have do?

Mr. FIELD. He is assigned to the Solicitor-General's office, and has been for several years; and the Attorney-General, I suppose, feels that his messenger should receive as much as the other messenger. They have been assigned this way for several years, and we can not change them unless it is done in this way.

#### FURNITURE AND REPAIRS.

Mr. LITTAUER. Now, let us take up the items on page 250, for contingent expenses, furniture and repairs. You increase that amount \$500?

Mr. FIELD. Yes; in the first place, the \$2,000 is really not enough. More is actually needed to carry the Department through one year; and in addition to that general statement, it has heretofore been the practice some years to pay for carpets, which amounts to about \$500 a year, sometimes from this appropriation and sometimes from the appropriation for miscellaneous items. This last year, when the carpets were purchased for this winter, I endeavored to have them paid from the miscellaneous items, but the Comptroller of the Treasury ruled that they must now and hereafter be paid from furniture, which depletes that appropriation about \$500 more than I had calculated upon.

#### BOOKS FOR LAW LIBRARY.

Mr. LITTAUER. Now, for your books for the law library you submitted to us a deficiency here on the urgent deficiency bill, with a request that you get this additional \$500 in order to keep up the State reports.

Mr. FIELD. Yes, sir.

Mr. LITTAUER. And that is the same item in this increased submission?

Mr. FIELD. Yes; the library needs each year \$3,000. The amount asked for in the urgent deficiency bill, \$1,000, was to make up what we had not received in the past year. It requires \$3,000 every year to keep up the continuation of the State reports.

Mr. LITTAUER. Will the thousand dollars enable you to keep up on that?

Mr. FIELD. Yes, sir.

#### BOOKS FOR OFFICE OF SOLICITOR OF THE DEPARTMENT OF COMMERCE AND LABOR.

Mr. LITTAUER. I see you ask for an additional sum for the Solicitor of the Department of Commerce and Labor. The books for his office are now paid out of a general fund, are they?

Mr. FIELD. No, sir: they are not. The books are for that Department's own library. The Solicitor for the Department of Commerce and Labor is in another building. That is in the Department of Commerce and Labor, and it has no library for his office.

Mr. LITTAUER. It is the beginning of a library?

Mr. FIELD. Yes, for his office. The Solicitor for the Treasury has an appropriation of \$300 for law books for his office, and what we ask for is the same for this new office.

Mr. LITTAUER. How does the Solicitor for the State Department get his law books?

Mr. FIELD. I suppose he must use his from the State Department library. The solicitors are a little different in the different Departments; for instance, the Solicitor of the Treasury and the Solicitor of the Department of Commerce and Labor. The Department of Justice furnishes each of those officers their clerks, their stationery, and all their supplies, but in the other Departments the solicitor's stationery and clerks are furnished by the Department to which he is assigned.

Mr. LITTAUER. Then, you furnish everything to the Solicitor of the Department of Commerce and Labor?

Mr. FIELD. Yes; everything but their fixtures, desks, telephones, heat, and light.

#### STATIONERY.

Mr. LITTAUER. Now, then, you will be able to handle your appropriation for stationery so as not to have any deficiency?

Mr. FIELD. I think so. I think the \$4,000 will be sufficient for another year.

#### MISCELLANEOUS EXPENDITURES.

Mr. LITTAUER. Now, we come to miscellaneous expenses, and you ask for an increased appropriation over this year of \$1,500.

Mr. FIELD. The increase of \$1,500 is really needed to meet the general items coming under this fund. This includes, besides fuel and light, telegraphing and telephones, and electric current for lights, and power for the elevators, and hardware, and electrical supplies, and typewriters and repairs, and purchase of new typewriters, and hundreds of miscellaneous items.

Mr. LITTAUER. You have apportioned the appropriation for the present year?

Mr. FIELD. Yes, sir.

Mr. LITTAUER. Will you be able to live within that, except for the matter that has been brought to our attention?

Mr. FIELD. Yes. But the increase grows largely out of the ruling of the Comptroller of the Treasury as to typewriters. Formerly it was the practice of our Department, and all of the Departments, I suppose, in purchasing new typewriters, to exchange; that is, if the new typewriter cost \$80 we would turn in an old typewriter at \$40, so that the amount drawn on the appropriation was only \$40 for each new typewriter. A year ago the Comptroller of the Treasury made a ruling against that practice, so that we now have to buy the new ones for cash and the old ones are sold for cash, and that cash is turned back to the Treasury and can not be used under this appropriation; and the amount of cash turned back, the amount allowed, is not as much as the amount allowed for the exchange.

Mr. LITTAUER. How many typewriters do you get a year?

Mr. FIELD. About 25 a year. The Government loses about \$500 a year by the new procedure. We were allowed \$40 in exchange, but in cash they will only pay us \$20.

Mr. LITTAUER. Does that come out of miscellaneous items?

Mr. FIELD. Yes, sir. Typewriters are not specifically provided for anywhere by name. They always have been paid out of this appropriation for miscellaneous expenses. Now, then, if you include in this an expression allowing us to exchange typewriters it would help me out to the extent of \$500 or \$800 a year.

Mr. LITTAUER. Then you could reduce your estimate \$500 if we permitted that?

Mr. FIELD. Yes, sir.

Mr. GLOVER. It is the same with the United States courts. We buy a whole lot of typewriters that way, and save expenses there.

Mr. BRICK. What was the reason why the Comptroller said you could not do that under the law?

Mr. FIELD. A general statute, I believe, prohibits exchanging public property.

Mr. BRICK. Oh, yes.

#### RENT.

Mr. LITTAUER. The next item I call your attention to is that for rent of buildings and parts of buildings, \$22,800. Does that provide for the rent of all the buildings for the Department of Justice in the District?

Mr. FIELD. Yes; all except the building occupied by the Spanish Treaty Claims Commission—\$3,000—which is paid by our disbursing clerk, but out of their funds, and therefore it does not come up in these items that you have here.

Mr. LITTAUER. What is the status of the project of building your new building for the Department?

Mr. FIELD. There is no status now. That old appropriation was vacated some years ago, and there have been bills introduced from time to time in Congress to acquire a site, etc.

Mr. LITTAUER. Are you well housed? Are you conveniently located? Does your work go on in an orderly fashion?

Mr. O'CONNELL. Their law library is in one building, and the Attorney-General is in another.

Mr. FIELD. We have seven buildings. Colonel Caine, the disbursing clerk, has eight clerks, and he has three or four in his own office, but the others are at the end of an aisle, and two or three are on the next floor.

Mr. GLOVER. The accounting division has twelve rooms, and you can see how well we can supervise that work with the people scattered in that way.

Mr. FIELD. Our library is nearly half a mile away from where the main offices are.

Mr. LITTAUER. How do you use it?

Mr. FIELD. We have to send messengers back and forth to get books, and use a wagon when there are too many for him to carry them in his arms. We are subjected also to all kinds of inconvenience with the landlords concerning repairs. They will make repairs if they see fit; and if not, we have to submit or go without. I have labored for two years with one landlord to get a roof on that would not leak. I finally notified him I would put one on myself and take it out of his rent; and he came down the next morning with his counsel and threatened to put us out if we did anything of that sort. That is the condition the Department occasionally finds itself in.

## NECESSITY OF A FIREPROOF VAULT.

There is another matter about the building, if you desire to make some notes about that. We have not in the building a fireproof vault, a fireproof room, of any kind whatever. Even our disbursing clerk's accounts, which run up to hundreds of thousands of dollars, are piled up in a desk in a room.

Mr. CAINE. The paid accounts, Mr. Chairman.

Mr. FIELD. Yes; paid accounts; and, therefore, they represent money; the same as cash. Yet there is no fireproof room or vault in which they or any other records can be placed; and our three buildings, where the main offices are, are heated by separate furnaces. It takes three fires to heat three buildings, whereas one ordinary apparatus would heat all, with quite a saving of fuel.

## LAW CLERK, AT \$2,500.

Mr. LITTAUER. We will pass, now, to the office of the Solicitor of the Treasury. But before we do that, I want to go back here for a moment, and I want you to give me an explanation, on page 248, as to how you came to drop the law clerk, at \$2,500, about the middle of the page there. Is that the solicitor that was referred to some time ago, about the promotion to the place formerly occupied by Mr. Day?

Mr. FIELD. No, sir; this has no reference to that place. The person occupying this \$2,500 clerkship has been appointed a special attorney under the lump-sum appropriation, and this clerkship having been provided for years ago for this one person, the Attorney-General thought it proper to turn it back to Congress.

Mr. LITTAUER. So that the individual has been taken care of?

Mr. FIELD. Yes.

## OFFICE OF SOLICITOR OF THE TREASURY.

## STATEMENT OF MR. M. D. O'CONNELL, SOLICITOR.

Mr. LITTAUER. Now, Mr. Solicitor of the Treasury, you design here to promote only one of your clerks to class 4—promote him from \$1,800 to \$2,000?

Mr. O'CONNELL. Yes, sir.

## ADDITIONAL LAW CLERK.

Mr. LITTAUER. I am advised that you sent in a subsequent document asking for an additional clerk of class 4; so that, leaving your force as it is in that class, it would mean the addition of one law clerk to your force?

Mr. O'CONNELL. We had three clerks of class 4, as you will observe, and I want to change that to two.

Mr. LIVINGSTON. You drop one there, and put one on?

Mr. O'CONNELL. Yes; I am going to spare a clerk and reduce my force, and drop one of class 2 and change it to two clerks of class 2 instead of three clerks of class 2.

Mr. FIELD. If you will pardon me just a moment, I can put it this way: When these estimates were prepared—there are certain new

places that you will come to in the office of the Solicitor of the Department of Commerce and Labor—and it was intended, when these estimates were prepared last fall, to transfer to the Solicitor of the Department of Commerce and Labor a \$1,800 clerk from this office. It has since been determined to transfer a clerk of \$1,400, so that the Department now wants this \$1,800 place which it was proposed to drop, and instead of that to drop one at \$1,400, which will be done in the estimates of the office of the Solicitor of the Department of Commerce and Labor.

Mr. O'CONNELL. The only change would be the change of a \$1,800 clerk to a \$2,000 clerk. He is one of the most valuable men in the building. He is a law clerk. He was my private secretary, and is a law clerk all the time.

Mr. LITTAUER. You do not mean to change the character of his work, but to increase his compensation on account of his work?

Mr. O'CONNELL. He was a stenographer and typewriter, and studied law and became a very efficient lawyer. It is a burning shame to have him working for less than \$2,000. He is a law clerk, and he is my secretary. I drop off one of the \$1,800 clerks. I want in place of one clerk in class 4 to have that one read at \$2,000.

Mr. LITTAUER. Your submission is, as I understand it, two law clerks, at \$2,000; two docket clerks, at \$2,000; two clerks of class 4; two clerks of class 3, and three clerks of class 2?

Mr. O'CONNELL. Yes.

Mr. LITTAUER. Now, we will go to the Solicitor of the Department of Commerce and Labor.

Mr. FIELD. Mr. Sims was to have been present. He is downstairs and will be up in a moment.

Mr. O'CONNELL. While dropping one clerk, I wish to submit herewith this statement of the business of our office:

	1900.	1903.	1904.	1905.
Number of suits commenced .....	2,977	3,930	4,293	4,707
Compromise offers .....	159	166	153	119
Letters received .....	9,267	12,376	9,814	12,007
Letters written .....	5,479	8,428	6,488	8,010
Bonds, contracts, etc., examined .....	2,278	3,742	2,958	3,188
Written opinions .....	153	103	85	108

## OFFICE OF THE SOLICITOR OF THE DEPARTMENT OF COMMERCE AND LABOR.

### STATEMENT OF MR. E. W. SIMS, SOLICITOR.

#### INCREASED SALARY OF CHIEF CLERK AND LAW CLERK.

Mr. LITTAUER. Mr. Sims, the items for your office are on pages 253 and 254 of the bill in front of you. Last year your office was given a chief clerk at \$2,000. What have been his duties?

Mr. SIMS. He has been chief clerk and chief law clerk.

Mr. LITTAUER. His duties as chief clerk have been merely nominal, have they not?

Mr. SIMS. Practically so. By operation of law, by general statute, he acts as solicitor when the solicitor is absent. It is his duty to keep

track of all the work that goes through the office, and he has to be as familiar with the laws administered by the Department as the solicitor is. I have asked for an increase in the salary of this position instead of asking to have created the position of assistant solicitor.

Mr. LITTAUER. Is there any need for one?

Mr. SIMS. There is, absolutely. There is an imperative need for it, for this reason: It is a physical impossibility for one man to pass finally upon all the work that comes to the office. Then when the solicitor is away some person must be there who is a good lawyer. It is impossible to tell when an important matter will come up; and you can not get a good lawyer, qualified to fill that position, for less than \$2,500.

Mr. LITTAUER. Are you sent away often?

Mr. SIMS. Sometimes—not often; no, sir. Last year I believe I was only away for three or four weeks, on a vacation. That was the only time. The Secretary has advised me, however, that I will have to go away to investigate a matter this coming summer. In the main law office of every other Department there are at least one or two places that carry a salary larger than that asked for here; for instance, in the office of the Solicitor of the Treasury there is an assistant at \$3,000 and a chief clerk—I believe that is the title—at \$2,000, making together \$5,000. In this estimate I have combined those two positions. I have not asked for an assistant solicitor. I have asked for a chief clerk and chief law clerk who will perform the duties which, in every other like office in the Government, are performed by an assistant solicitor.

Mr. LITTAUER. Last year we were impressed with the fact that you practically needed a law clerk as an assistant, and that the chief clerk's part of the work would be merely nominal in an office so small as yours. You have secured a law clerk and chief clerk? Do you mean to promote him to this \$2,500 place? Is he qualified?

Mr. SIMS. He is well qualified, and it will be impossible to hold him or to secure a man qualified and competent to discharge the duties of the position for any less salary.

#### ADDITIONAL LAW CLERK.

Mr. LITTAUER. And you want a law clerk in addition to his services?

Mr. SIMS. Yes, sir.

Mr. LITTAUER. What requirements make that necessary?

Mr. SIMS. Perhaps I had better make a general statement of the legal work of the Department. That would be the briefest way to advise the committee.

Mr. LITTAUER. You cover also a force of eight clerks more than you have now, having only two now?

#### DETAILS AND TRANSFERS OF CLERKS.

Mr. SIMS. Yes. While this estimate calls for a material increase over the present statutory force, as a matter of fact it calls for only one man in addition to the force now actually employed in the office.

Mr. LITTAUER. Are they detailed there?

Mr. SIMS. Yes; they are detailed and assigned.

Mr. LITTAUER. From what office?

Mr. SIMS. One from the office of the Solicitor of the Treasury and one man from the Department of Justice proper. In addition to these

two details the Secretary has found it necessary to assign to the office other clerks from the Department of Commerce and Labor.

Mr. LITTAUER. Then these details have been practically of a permanent nature? They have been there all year?

Mr. SIMS. Yes; practically all year. In fact ever since the organization of the Department it has been necessary to detail men to the office.

Mr. LITTAUER. How many are there detailed?

Mr. SIMS. We request one more man in addition to the actual force that we now have—the force which we have had for more than a year. From the organization of the Department we have always had from one to ten men detailed to the office.

Mr. LITTAUER. The salaries of these detailed clerks—do they conform to the salaries of those you have recommended here?

Mr. SIMS. No.

Mr. LITTAUER. Have you a statement there that will cover the salaries of the details?

Mr. SIMS. The total increase will be \$5,300. The aggregate salaries paid to the present force is \$19,540.

Mr. LITTAUER. Tell us the details.

Mr. SIMS. There is one position from the Department of Justice proper at \$1,600; one from the Solicitor of the Treasury at \$1,400; there are assigned from the Department of Commerce and Labor one at \$1,400, three at \$1,200, and two at \$900, making with our regular force, the total of \$19,940.

During the year, however, we lost three of our best men because the salaries we were able to get for them in the Department of Justice and for the detailed men were insufficient to hold them. Two went into other Departments and one went into private practice. It is impossible to hold men competent and qualified to do the work at the salaries now paid.

#### INCREASE OF FORCE AND OF COMPENSATION.

I took the matter up with the Secretary of Commerce and Labor and canvassed it very fully. He said he did not want me to request a single position that we did not need. He said that the policy he was following was to save as much money as possible and turn it back into the Treasury. I believe he turned back over \$140,000 of the printing fund last year. He has, however, approved this estimate, and it has been approved by the Attorney-General.

I would like to make a brief statement of the work. During the last fiscal year there were 1,921 appeal cases under the immigration law. Each one of these cases involves questions of fact, and very often important questions of law. They are very frequently accompanied by a brief from the attorneys. The Secretary decides them, and he acts in a quasi-judicial capacity in so doing. The Solicitor's office is called upon to pass upon a great many of these cases. Under the Chinese-exclusion law there were 438 appeal cases.

The law makes the Secretary's decision on the question of citizenship under the Chinese-exclusion law final. These cases are therefore very important. Many of them are referred to the Solicitor's office. The Secretary is also authorized to mitigate or remit fines incurred for violations of the steamboat-inspection and navigation laws. Those

cases also involve questions of law and fact. Most of these cases come to the Solicitor's office for final review before the Secretary acts upon them. In addition to giving legal advice and rendering opinions on a wide variety of general subjects, we examined during the year upward of 3,500 instruments—contracts, leases, bonds, deeds, and matters of that kind.

Mr. LITTAUER. What does your clerical force do in connection with such matters? You say you need men such as are obtained only by high salaries. Are they supposed to be a sort of junior law clerks?

Mr. SIMS. They are. It is impossible for one man to keep perfectly posted on all the laws administered by the Department. One man handles Chinese-exclusion matters; another man, immigration matters; another man, navigation; another man, steamboat-inspection laws, and so on. Other men handle contracts and bonds.

The increase of one position over the force now actually employed is necessary for this reason: The present force has worked overtime during the last four or five months—not one or two of the men, but the whole force—an hour a day, and sometimes longer, in order to carry on the work. In addition to that, we have called upon the Bureau of Corporations, and the Bureau of Immigration, and other bureaus to do stenographic and other special work.

#### DETAILS AND TRANSFERS.

Mr. LITTAUER. How many more details have you had besides these permanent details that you have enumerated?

Mr. SIMS. Those details have been of this character: When an individual piece of work would come in that would take a clerk ten days, for instance, to run down and write up, we would refer that, if we could not handle it ourselves, to somebody in the Bureau of Corporations, or in a matter of typewriting on occasions to some one in the Bureau of Immigration, or somebody in the Department who was in a position to handle it; so that when I ask for the one in addition to the force actually employed, I know it is necessary for that reason. We have had no direct details from the Bureau of Corporations during the present fiscal year, nor have we ever had any direct details from the Bureau of Immigration.

I would also like to call the attention of the committee to the fact that the estimates submitted are less than the appropriations for the present fiscal year for the office of the Assistant Attorney-General of the Interior Department by \$29,310; for the office of the Solicitor of the Treasury by \$4,400, and for like offices in the War and Navy Departments by \$4,560 and \$2,000, respectively.

I would like also to state this: In the Department of Commerce and Labor there are no lawyers connected with the bureaus or offices, with the exception of the Bureau of Corporations. In almost every other Department of the Government many of the bureaus have special law clerks. The result is that that lessens the amount of legal work falling upon the Solicitor's Office. The Secretary of the Department of Commerce and Labor insists that all the legal work of the Department go to the Solicitor's Office.

Mr. BRICK. I suppose the idea of this, Mr. Sims, is that these persons are detailed with you and you want to make a regular force in your office of these men, with one extra. Is that it?

Mr. Sims. That is it, Mr. Brick. It will not amount to a material net increase for the reason that the men we have now, men from the Census and other Bureaus who are lawyers, will be dropped from these rolls. In the Census Office, I believe, a number of men are to be dropped on the 1st of July next.

Mr. BRICK. Will they all be dropped except the one extra man that you want in this programme, and placed on your rolls and dropped elsewhere?

Mr. Sims. Dropped elsewhere, I believe; yes, sir.

Mr. BRICK. It means one man extra as an increase you ask for?

Mr. Sims. Yes; in one other case I know the man detailed is not included in the estimates.

Mr. LIVINGSTON. Where are the details from; are they scattered about?

Mr. Sims. Yes, sir.

#### LAW BOOKS FOR THE SOLICITOR OF THE DEPARTMENT OF COMMERCE AND LABOR.

I have asked for an appropriation of \$300 for law books. I do not care whether that is included in my office or under the Department of Justice. But under the present system, our office being new, the Department of Justice's appropriation is not available for books for our office.

Mr. LITTAUER. Where do you get the books from now?

Mr. Sims. We borrow them, and get them any way we can.

Mr. LITTAUER. From where?

Mr. Sims. From the Bureau of Corporations and other offices in the Department, and from the public libraries. It is very inconvenient, however, and involves a great loss of time. I hope the \$300 asked for will be allowed. I am not particular about having the amount appropriated direct for our office; it will be just as satisfactory if the Department of Justice appropriation for books is made available to purchase books which we ought to have. It is imperative, however, that we be able to get books somewhere.

---

FRIDAY, February 23, 1906.

#### DEPARTMENT OF COMMERCE AND LABOR.

#### STATEMENT OF HON. VICTOR H. METCALF, SECRETARY, ACCOMPANIED BY MR. WILLIAM L. SOLEAU, DISBURSING CLERK, AND MR. GEORGE W. LEADLEY, CHIEF DIVISION OF APPOINTMENTS.

##### OFFICE OF THE SECRETARY.

Mr. LITTAUER. I notice on page 254 of the bill, in your office, you have asked an increase first for the disbursing clerk of \$250, and an increase for chief of division, \$250, and then you evidently contemplate promoting two of your clerks of class 4 to chiefs of division?

Mr. METCALF. I have gone over the estimates very carefully, and have here a detailed statement which perhaps it would be better for me to give than to answer the question.

Mr. LITTAUER. Very well.

**Mr. METCALF** (reading):

**Salaries, office of Secretary:**

Total appropriations for salaries in that office for the fiscal year ending June 30, 1906.....	\$157,960
The estimate for the fiscal year ending June 30, 1907.....	154,420

Net decrease in estimates for salaries.....	3,540
---	-------

The decrease is accounted for as follows:

**Decreases:**

2 clerks at \$1,800 each .....	\$3,600
2 clerks at \$900 each.....	1,800
4 laborers at \$660 each.....	2,640

Total decreases.....	8,040
----------------------	-------

As against that there are:

**Increases:**

In salary of disbursing clerk .....	\$250
In salary of chief of division.....	250
Two additional chiefs of division.....	4,000

Total increases .....	4,500
-----------------------	-------

showing a net decrease this year over the amount actually appropriated last year of \$3,540, including the chiefs of divisions, for whom I have asked an increase of \$200 each. They are getting \$1,800 each now.

#### CHIEFS OF DIVISION.

**Mr. LITTAUER.** Are they performing the work of chiefs of division to-day?

**Mr. METCALF.** Yes, sir.

In making the appropriations for the current fiscal year Congress allowed one chief of division at \$2,000 per annum and did not concur in the estimate for two more chiefs of division at similar salaries. The position of chief of division allowed for the current fiscal year was assigned to the division of appointments, and in the estimates for the fiscal year ending June 30, 1907, I have asked an increase of \$250 per annum for that.

#### APPOINTMENT CLERK.

The duties of the appointment clerk are very responsible, as he must look after the appointment, promotion, reduction, and furlough of more than 11,000 employees.

Every appointment that is made is carefully considered in the appointment division, and the chief of that division comes to me in every case, and if there is an additional position asked for he calls it to my attention, the papers are sent for, and we look into the necessity for the creation of the additional position. In my judgment, the services are fully worth the salary that I ask for.

I am advised that in several Executive Departments the salaries of appointment clerks range from \$2,250 to \$2,750 per annum, and in several cases the volume of business transacted is not more than 10 per cent of the business of the appointment clerk of the Department of Commerce and Labor.

#### DISBURSING CLERK.

I have asked that the salary of the disbursing clerk be increased \$250 per annum, because the fiscal division of the Secretary's office is organ-

ized so that that officer is not only charged with the duty of disbursing moneys from 64 appropriations, aggregating \$3,315,000 annually, but also with the duty of examining all accounts requiring departmental approval before transmission to the Treasury Department for audit, keeping the appropriation ledgers and the fiscal records of the Department for which, in several Executive Departments, accounts divisions are appropriated for, with chiefs of divisions at salaries of \$2,000 per annum and upward.

The disbursing clerks of the Interior Department and of the Agricultural Department, where the work of accounting for and disbursing the appropriations is done under the supervision of the disbursing clerks, receive \$3,250 and \$2,750 per annum, respectively.

I ask that two clerkships at \$1,800 each per annum be omitted, and that two chiefs of division at \$2,000 each per annum be provided. These positions are very responsible, and the persons holding them have charge, under the supervision of the Secretary, of the work of purchasing large quantities of supplies costing annually \$75,000, and of ordering printing costing annually \$188,000.

Mr. LITTAUER. Those are to be the divisions for purchasing supplies and printing?

#### DIVISION OF PRINTING.

Mr. METCALF. Yes, sir. In the division of printing most of the work of revising and editing the publications of the Department is done. In the other Executive Departments those positions pay from \$2,000 to \$2,500 per annum. I may say that in the division of printing, owing to the careful supervision of the work, we made quite a large saving in the actual cost of printing.

#### DETAILS.

Mr. LITTAUER. You have finished now with the office of the Secretary. I would like to ask you how many people have you had detailed away from your office during the past year?

Mr. METCALF. I have tried to absolutely avoid details. I have had to detail some of the employees of the office to the solicitor's office.

#### SOLICITOR'S OFFICE.

Mr. LITTAUER. That was brought to our attention by the statement of the solicitor. The solicitor comes to us for an increase of permanent force, in order that his work may be put on a proper basis.

Mr. METCALF. And he ought to have it.

Mr. LITTAUER. Why, then, can not you drop the clerks who were formerly detailed from your office?

Mr. METCALF. Because we have been working there early in the morning and late at night. The clerks in the office of the Secretary proper respond willingly to calls upon them for extra services, and in order to enable the solicitor to transact the business of his office we have had to detail certain clerks there. There have been four clerks detailed. I called upon the Attorney-General and he had three clerks sent over from the Treasury Department. All the bureaus and parts of services transferred under the organic act to the Department of Commerce and Labor from the Treasury Department and the other

Departments included clerks engaged on the work belonging to the services transferred, but there was not a single clerk transferred for service in the solicitor's office.

Mr. LITTAUER. As to the number of your details, four have been detailed to the solicitor's office?

Mr. METCALF. Yes, sir; but they are not engaged exclusively upon work relating to the solicitor's office.

Mr. LITTAUER. How many more persons did you have detailed away from your office?

Mr. LEADLEY. There is one detail to the Bureau of Corporations—a messenger boy—and a clerk, at \$900, to the Steamboat-Inspection Service.

Mr. METCALF. I did not fill all the positions appropriated for last year. I did not find that it was necessary.

Mr. LITTAUER. Can you give us some information in regard to the solicitor's office and the necessity of his having a permanent force? He has stated that he was your only law officer and that in connection with the Immigration Service and other bureaus that it required from him a great many legal opinions, and he asked for a regular permanent force.

Mr. METCALF. He ought to have it, in my opinion. I watch that office very carefully. I send to the office a great many important questions. The solicitor himself is there early in the morning and remains there almost every night until 10 or 11 o'clock, and I do not think that he ought to be called upon to devote so much of his time to the work, and that he ought to have some skilled men because of the important questions coming up.

Mr. LITTAUER. Do you recommend the number of clerks that the Department of Justice has recommended for him?

Mr. METCALF. Yes, sir; I most heartily concur in his request. The solicitor is a remarkably competent man. I have a statement here showing the number of appeal cases so far this year. In the Bureau of Immigration for the seven months of this year there were 1,860 appealed cases. I do not mean to say that those appealed cases all go to the solicitor; in fact, very few go to the solicitor; they go to the Bureau of Immigration and then come down to me and I personally pass upon them. There were 1,860 of them for the seven months of this fiscal year. Last year altogether there were 1,921. In the Chinese-exclusion cases last year there were 438 appeals. Each appeal, as a rule, will cover 50 pages of legal size paper typewritten in single space. Last year for the Steamboat-Inspection Service there were 524 fine cases, and for the first six months of this fiscal year there were 386 of those cases.

Mr. LITTAUER. If we grant the submissions that the Department of Justice has made in connection with your solicitor's office, that will give a certain number of extra clerks, the four detailed?

Mr. METCALF. They have not been detailed there all the time; not the whole year.

Mr. LEADLEY. All the details have been for less than a year.

Mr. LITTAUER. The solicitor has some details from the Bureau of Corporations?

Mr. METCALF. No; he has not.

## SPECIAL AGENTS, SECRETARY'S OFFICE.

Mr. LITTAUER. We will now take up the special agents.

Mr. METCALF. The estimate for salaries and expenses, special agents, office of the Secretary of Commerce and Labor, amounts to \$100,000, an increase over the fiscal year ending June 30, 1906, of \$70,000. The estimate contemplates that \$50,000 will be expended to investigate trade conditions at home and abroad, and that \$50,000 will be spent in the inspection of officers and the methods of conducting business in the local offices of the Department scattered throughout the United States.

Under the legislative, executive, and judicial appropriation act for the current year \$30,000 was appropriated for special agents to investigate trade conditions at home and abroad, with the object of promoting the domestic and foreign commerce of the United States. Under this authority four agents were appointed, one of whom went to China, one to Japan, one to South America, and one to Canada and Mexico.

The agent who was sent to Canada and Mexico has finished his work and I am now contemplating sending him to the West Indies.

These agents have performed a large amount of valuable work. The results of their investigations have been printed from time to time in Daily Consular and Trade Reports, and have attracted wide attention in this and other countries. The general approval given the reports of these agents by our merchants and manufacturers, for which classes they were specially intended, as well as by the newspaper press, furnish convincing evidence of the value of their labors and exemplifies the wisdom of Congress in making the appropriation. These agents are still in the field prosecuting their investigations, but owing to the limited amount of money available, they will have to be recalled within a short time.

Mr. LITTAUER. Their services were entirely abroad last year?

Mr. METCALF. Yes, sir.

Mr. LITTAUER. You seek in your submission to employ them both at home and abroad. It says "at home and abroad, with the object of promoting the domestic and foreign commerce of the United States."

Mr. METCALF. That is an entirely different line of work. The \$50,000 asked is for the purpose of employing agents to investigate the conditions of our service.

Mr. LITTAUER. Before we come to that.

Mr. METCALF. I will take that up later on.

The information furnished in the preliminary reports that have been published has been of such character as to fully describe conditions of markets in the several countries visited, the nature and extent of manufactured products consumed, the sources from which such products are received, the proportions received from the United States, and other facts calculated to promote our industries at home and extend our commerce abroad.

In view of the value of the work performed by the special agents, it is confidently believed that provision should be made not only for continuing but for extending it. The experience gained in the past year will be of great service in investigations, and it is earnestly recommended that the sum asked for be appropriated.

Mr. LITTAUER. The compensation which we allowed in the present law was \$10 a day?

Mr. METCALF. Yes, sir.

Mr. LITTAUER. Have you been able to get competent men at that rate?

Mr. METCALF. Yes, sir; very competent men.

Mr. LITTAUER. Why, then, did you leave out in your submission that restriction?

Mr. METCALF. It was an oversight if it was left out. I would like to have that language continued in the bill.

Mr. LITTAUER. Would the same apply as to the actual necessary traveling expenses?

Mr. METCALF. That of course includes traveling expenses and subsistence.

Mr. LITTAUER. Then you had no purpose in leaving out the three words "actual necessary traveling?"

Mr. METCALF. No, sir; I supposed that language was in the bill.

Mr. LITTAUER. All of the work so far has been done abroad?

Mr. METCALF. Yes, sir.

Mr. LITTAUER. It has been clearly confined to work for procuring knowledge of trade conditions abroad?

Mr. METCALF. Yes, sir.

Mr. LITTAUER. Why do you want to extend it to the United States?

Mr. METCALF. I am not asking to extend it to the United States.

Mr. LITTAUER. It says here "at home and abroad, with the object of promoting the domestic and foreign commerce of the United States" in your submission of the estimate.

Mr. METCALF. It is not my purpose to have any investigation at the present time at home.

Mr. LITTAUER. Then that part of it you do not dwell upon at this time?

Mr. METCALF. No, sir.

Mr. LITTAUER. You simply want to extend the service?

Mr. METCALF. Yes, sir.

Mr. LITTAUER. And you believe that the results justify the expenditure?

Mr. METCALF. I think the reports made up to this time fully justify the action of Congress in making that appropriation. I can produce any number of letters from some of the largest manufacturers of the United States highly commending that particular work.

Mr. LITTAUER. In what way have you reported the results of those investigations to Congress?

Mr. METCALF. The reports from time to time have been published in the Daily Consular and Trade Reports. As soon as we have the completed report it is transmitted to Congress—one copy to the Speaker of the House of Representatives and another copy to the President of the Senate. For instance, Mr. Hutchinson's report on Brazil was transmitted as soon as it was printed. Mr. Pepper's report on Canada was transmitted in the same way, and I am just about to transmit his report on Mexico. We feel that the information to be of any particular benefit to the manufacturers of the United States should be furnished just as soon as received, and so we adopted the course of publishing from time to time the letters in the Daily Consular and Trade Report.

The Department necessarily maintains a large number of offices throughout the United States, Porto Rico, Hawaii, and in several foreign countries adjacent to the United States for the transaction of the

business relating to immigration, the inspection of steamboats, the shipping service, the maintenance of the Light-House Establishment, the propagation of food fishes, and the work of the Coast and Geodetic Survey, in which services there are regularly employed at the present time outside of the District of Columbia, 7,008 persons. In maintaining these offices it is necessary to purchase a large amount of office supplies, under contract and otherwise, as required by section 3709 of the Revised Statutes. The work of administering these offices must frequently be intrusted to persons who have only a limited knowledge of the laws relating to the administration of Government work, the making of contracts on behalf of the United States, and the incurrence of obligations to be discharged by the Department.

It is my desire to be able to employ a number of special agents with expert knowledge of the administration of Government business, the laws and systems relating to making contracts on behalf of the Government, and the submission of vouchers and accounts for obligations incurred by the Department, in order that they may inspect the offices and records and inquire into the efficiency of the employees of the Department outside of Washington, with a view to recommending better administration where necessary and determining whether the work of the Government can be more economically performed.

Frequently charges are preferred against subordinate officers and employees of the Department outside of Washington and for the want of assistants who are entirely disinterested in the questions at issue in the charges I am compelled to take action on the recommendations of immediate superiors, who are frequently more or less biased in preparing the report upon which my decision must be based on account of associations with the person by whom or against whom the charges are made.

Mr. LITTAUER. You ask for the service \$50,000?

Mr. METCALF. Yes, sir. It may not be necessary to use that amount.

Mr. LITTAUER. How many men do you contemplate employing? It would seem that is a large sum of money.

Mr. METCALF. Yes, sir; it may seem so to the committee. I should start probably with the employment of three men.

Mr. LITTAUER. Three men? They would probably not cost more \$15,000.

Mr. METCALF. I suppose I could not get men competent for that class of work for less than \$2,500 or \$3,000 per annum, and then you would have the traveling expenses and subsistence.

Mr. LITTAUER. But you ask for \$50,000?

Mr. METCALF. I am willing to take a less amount. It does not necessarily follow that because Congress appropriates the money we will spend it. Congress appropriated for the current fiscal year \$75,000 for the contingent expenses, and we only used a little over \$40,000 of that amount. I am perfectly willing to take \$25,000, but I think that there ought to be an appropriation for that purpose.

Mr. LITTAUER. Now, the working of the Department has convinced you that you ought to have men to make these investigations?

Mr. METCALF. Yes, sir; by all means, in the interest of good administration.

Mr. LITTAUER. Can you give us a specific case?

Mr. METCALF. We have probably 183 men altogether stationed along the Canadian border, in the Immigration Service. We have

the Steamboat-Inspection Service, as I said before, and we have the Light-House Establishment. Congress is appropriating large sums of money for the construction and repair of light-houses and buildings connected therewith. On June 30, 1905, there were regularly employed in the Light-House Establishment a force of 5,320 persons.

Mr. LITTAUER. Do you appoint special agents out of the Immigration Service fund to make investigations?

Mr. METCALF. I do not know whether we could appoint special agents out of that fund or not. I have never asked that question.

Mr. LIVINGSTON. You have two or three million dollars in that fund?

Mr. METCALF. On December 31, 1905, the available balance in the immigrant fund was \$2,004,858.78.

Mr. LIVINGSTON. It would be a very nice thing for us to ascertain whether that fund could be used for that purpose.

Mr. METCALF. If you authorize me to use a portion of that money for that purpose I will be satisfied.

Mr. LIVINGSTON. Have you submitted that proposition to your law officer?

Mr. METCALF. I can submit it to the Comptroller and ascertain whether we would be justified in using any part of the appropriation for that purpose.

Mr. LITTAUER. In the reorganization of the Light-House Service there was appointed an officer of the Army and an officer of the Navy to take up these matters of construction for each light-house district?

Mr. METCALF. Yes, sir; everything afloat is under the Navy, and the construction is under the engineer officers of the Army.

Mr. LITTAUER. Do our need further supervision?

Mr. METCALF. Yes, sir; I think so.

Mr. LITTAUER. How is it brought home to you that you need these men? The designs declare what character of building shall be built at a light-house station?

Mr. METCALF. Yes, sir; the plans and so forth are furnished by the Light-House Establishment.

Mr. LITTAUER. Do they not give you competent enough information? How have you come to the conclusion that you need to send an inspector there?

Mr. METCALF. The Light-House Board recommends the expenditure of money for the repairs—for instance, to a light-house—and, in my judgment, the amount asked for may be entirely too large. I have had no opportunity of sending out men, in whose judgment I had absolute confidence, to inspect the service. I do not mean to say that there is anything out of the way, but in the interest of good administration we should have men at our disposal whom we could send out. For instance, here is the *Valencia* disaster on the Pacific coast. A commission had to be sent out there to investigate that wreck. One hundred and twenty odd persons lost their lives. I hesitated some time as to whether I had the authority to do it or not, and I came to the conclusion that I had. I sent the Assistant Secretary and Mr. Smith, of the Bureau of Corporations, and I had a naval officer detailed to assist them in the investigation.

Mr. LITTAUER. Would you send such men as special agents to investigate such a condition?

Mr. METCALF. No, sir. They are men thoroughly familiar with that class of work, and they are also lawyers.

Mr. TAWNEY. When they want to repair or rebuild a light-house, you have submitted to you plans and specifications, have you not?

Mr. METCALF. Yes sir; whenever I require them in connection with approving contracts.

Mr. TAWNEY. They are submitted to you for either the repairing or rebuilding of a light-house?

Mr. METCALF. The plans and specifications are submitted to the Light-House Board, and it submits contracts for approval; the contracts upon approval authorize the expenditures named therein.

Mr. TAWNEY. You can require them to submit specific plans and specifications in order to ascertain from the showing which they make whether, in your judgment, the expenditure should be made at all?

Mr. METCALF. Not the plans and specifications, because I could not form any correct idea therefrom of the necessity of the expenditure. They must submit to me the necessity for it. Congress, of course, authorizes the construction of new light-houses.

Mr. TAWNEY. I understand, but I am speaking of repairs.

Mr. METCALF. Plans and specifications are not sent to me.

Mr. LITTAUER. You have a regular Light-House Board that is under your jurisdiction.

Mr. METCALF. Yes, sir.

Mr. LITTAUER. Men with whom you are brought into daily contact?

Mr. METCALF. Mostly with the naval secretary and the army secretary of the Board.

Mr. LITTAUER. And you yet feel that you need certain men who are personally under you to send to the different places?

Mr. METCALF. Yes, sir. There may be a request for an additional clerk in a certain district. They may have a chief clerk at \$1,800 or \$2,000, and certain other employees, and they may want another clerk at \$900, and I have no means of knowing whether there is actual necessity for the services of another clerk.

Mr. TAWNEY. Do you not have some knowledge of the kind of work they are doing from which you could form a correct judgment of whether they needed any more assistance or not?

Mr. METCALF. I can of course get that information from the Light-House Board by asking for the necessity of the additional clerk. There is a very large amount of money expended for repairs and alterations.

Mr. LITTAUER. Where do you get your jurisdiction over the incident in connection with the wreck just referred to, the *Valencia*?

#### STEAMBOAT-INSPECTION SERVICE.

Mr. METCALF. The local inspectors have authority under section 4450, Revised Statutes, to investigate all acts of incompetency or misconduct committed by any licensed officer while acting under the authority of his license. They can compel the attendance of witnesses by subpoena, and also have authority to swear witnesses, and so forth. Their investigation simply extends to any act of misconduct, incompetency, or negligence on the part of the officers of the steamship company, and so forth, and then after they have made the investigation, if in their judgment an officer has been negligent, or has been guilty of incompetency or misconduct, they can suspend or revoke his license. That is as far as they can go.

Mr. LITTAUER. What does this commission that has been sent out contemplate doing, to look into all phases of the disaster?

Mr. METCALF. The instructions were rather broad, not only to investigate this disaster, but the things leading up to it—the aids to navigation, the question of equipment, and the conduct of the officers. In other words, to make a full and complete investigation.

Mr. LITTAUER. You have addressed yourself to the Immigration Service and the Light-House Establishment. What other branches have you?

Mr. METCALF. I do not want to be confined to any particular bureau. If, in my judgment, it is necessary to investigate charges made against any bureau of my Department I want competent men of my immediate force to send out to make the investigations.

Mr. TAWNEY. Do you realize the rapidity with which this special agent inspection is growing in our Government by reason of the increased demands made by the Departments?

Mr. METCALF. I do not know how many we have in the Departments at the present time.

Mr. TAWNEY. You know that that class of service is increasing very rapidly?

Mr. METCALF. No; I know nothing about that.

Mr. TAWNEY. Every department of the Government almost is coming to Congress for authority to increase that service.

Mr. METCALF. There is one department of the Government that ought to have that authority, in my judgment; that is the State Department, to investigate the consular service of this country. If you do not grant special agents to any other department, you ought to grant them to the State Department.

Mr. TAWNEY. It is a question where we are going to draw the line ultimately in this matter on the general supervision by the Federal Government over the affairs of the people of the States—the affairs of the citizens of the States. The Agricultural Department is demanding an increase, and so is the Interior Department, and so is almost every other Department.

Mr. METCALF. We have no such agents in my Department at the present time.

Mr. LITTAUER. Has the necessity for the special agents in the State Department been brought home to you by the incompetency of some of the reports you have had to handle?

Mr. METCALF. Yes, sir. Some of the consuls have held their positions for twenty or thirty years, with absolutely no supervision over them at all. If you were engaged in business and you had agents throughout the United States or abroad you occasionally would investigate them. I do not think that you would let them run along for thirty years without any investigation.

Mr. TAWNEY. You could form some idea of whether they were performing their duties properly from the reports and the manner in which they performed the service; and if they did not properly perform the service you would dismiss them?

Mr. METCALF. The consular officers do not come under my Department, but their reports upon trade relations are forwarded by the State Department to the Department of Commerce and Labor.

Mr. LITTAUER. Have you not from one to two or three individuals in the office whom you could send out on this work? It does not mean a continuous employment, but when your attention is called to a matter you could detail somebody?

Mr. METCALF. It would be very difficult indeed to do that. This is the last time I am going to ask for that appropriation, but I think there should be an appropriation made for that purpose.

Mr. LITTAUER. Before we leave the submission for the extension of these various bureaus; our purpose is not to increase such service. While there is a lot of merit in what you say about your having someone to send around, why could you not have some assistants to the Secretary rather than have the special agents in the Department of Commerce and Labor? Special agents have been growing and growing and have been subject to all kinds of criticism.

Mr. METCALF. I know that.

Mr. LITTAUER. Suppose there was someone designated as an assistant—I would like to know whether that would not be sufficient to bring about the purposes you have in view of investigating special conditions in your Department without laying this foundation for a corps of special agents?

Mr. METCALF. One man could not do the work. I could experiment this year if you were to make an appropriation for that purpose, and I could send one man out to investigate certain of the bureaus and then make a report to me as to the conditions which he found, and I could determine from that report whether it would be necessary to have additional agents. I think you would save considerable money by having a number of special agents.

Mr. LITTAUER. Does the character of the work performed by these men away from Washington require that there should be a supervisor over them outside of their own particular bureau?

Mr. METCALF. Of course the chief of every bureau is held responsible for the proper administration of his bureau, but it is impossible for each chief of bureau to visit all the stations under his control.

Mr. LITTAUER. He can visit all the important ones.

Mr. METCALF. He might visit the important ones, but if he visited all the stations it would take up his entire time.

#### BUREAU OF CORPORATIONS.

Mr. LITTAUER. Let us now proceed to the Bureau of Corporations.

Mr. METCALF. Do you want to take up the question of the contingent fund at all?

Mr. LITTAUER. Yes, sir; but it does not follow just in that way in our bill.

Mr. METCALF. For the Bureau of Corporations an increase in the estimates for the fiscal year ending June 30, 1907, over the appropriations for the fiscal year ending June 30, 1906, is asked in the sum of \$12,300 for clerical assistance at the seat of government and \$17,842.72 for special agents and their necessary traveling expenses, explained as follows:

Chief clerk's salary, increase submitted .....	\$500.00
Two clerks of class 1, \$1,200 each.....	2,400.00
Four clerks, at \$1,000 each.....	4,000.00
Two copyists, at \$900 each .....	1,800.00
Two clerks, at \$840 each .....	1,680.00
Two clerks, at \$720 each .....	1,440.00
One messenger boy, at \$480.....	480.00
Special agents and expenses.....	17,842.72
<b>Total.....</b>	<b>30,142.72</b>

Mr. LITTAUER. I do not understand about the special agents.

Mr. METCALF. There is an increase in the lump-sum appropriations.

The increase asked for in the chief clerk's salary is based upon the original amount asked for on the creation of the Bureau and submitted in each estimate since that time.

The salary of the chief clerk at present is the lowest salary paid any chief clerk in the Department, while the number of employees exceeds that in a number of the bureaus in the Department.

He is responsible for all administrative matters affecting the work of special attorneys, special examiners, special agents, and temporary assistants, as well as of the employees on the statutory roll.

This includes the work in the Bureau as well as in the field, covering such questions as attendance, leaves of absence, authorities to travel, supplies, supervision of rooms, files, accounts, and numerous other administrative details. The salary asked for, namely, \$2,500, is the amount paid in other departments in like positions where the work is similar and of a technical nature.

In the statutory places the increases asked for are in the lower classes. At present the lowest paid statutory place of a clerical nature is \$900. It is desirable to have additional employees to do clerical work of an elementary nature, for which the rates of \$840 and \$720 a year will be adequate compensation. An additional messenger boy is necessary, as the employees of the Bureau are on three different floors, whereas heretofore only two floors were occupied. Adequate messenger service materially saves the time of the higher-paid employees.

In general the increase in the clerical force is needed to meet the increase of material collected and sent in by the field agents. The field agents are required to, as far as possible, work up their own notes and material, but necessarily in an extensive investigation these agents are often in the field for several months at a time, and serious delay results unless a sufficient clerical force is maintained to care for the material as it is sent to the office.

The increases asked for of \$12,300 in the clerical force and \$17,842.72 for special agents and expenses, are based upon the probable cost of the investigations now in hand and contemplated. The investigations now in progress have to do with the following industries: Oil, steel, sugar, tobacco, coal, and lumber.

Since the organization of the Bureau the Commissioner has kept well within the appropriations made. These first investigations have developed the methods of procedure which will be most efficient, and it is his purpose to immediately increase the number of investigations.

He has asked in his estimates for the fiscal year ending June 30, 1907, for \$175,000 for the purpose of paying salaries and expenses of special attorneys, examiners, etc. For the year ending June 30, 1906, the available appropriations for this purpose amounted to \$157,157.27. This latter amount included the reappropriation of an unexpended balance of an appropriation made for the fiscal year ending June 30, 1905, of \$32,157.27.

The net increase asked for is \$17,842.72. The Commissioner considers this amount essential for the contemplated work of the Bureau. It must be remembered that the total amount asked for not only pays the salaries but all of the traveling expenses and per diem of the men while in the field. The Bureau has found by careful computations that for the field force the salaries will amount to a little less than 50

per cent of the appropriation, and per diem and expenses of travel a little more than that amount. As the Bureau's investigations cover a wide field, geographically, the appropriation asked for is a reasonable one in view of the contemplated work.

Mr. Garfield is in Chicago, and could not be here. If there is any question about this appropriation, he would like to be heard.

#### DETAILS.

Mr. LITTAUER. As to the clerical force, how many details are there away from the force at the present time?

Mr. METCALF. There are none at the present time.

Mr. LITTAUER. How many details are there to the Bureau?

Mr. LEADLEY. One detail.

Mr. LITTAUER. So that the work of the Bureau has to be conducted practically with its own force?

Mr. METCALF. Yes, sir.

Mr. LITTAUER. The one detail comes from what bureau?

Mr. LEADLEY. The office of the Secretary.

Mr. METCALF. The office in the Willard Building on Fourteenth street is called the Secretary's building, and all of the force there, outside of the force employed in the Bureau of Corporations and the Bureau of Immigration, is under the Secretary's jurisdiction.

Mr. LITTAUER. Has there not been a detail from the Bureau of Corporations to the Solicitor's Office?

Mr. LEADLEY. No, sir.

Mr. LITTAUER, I think we had some information to the effect that there were details from the Bureau of Corporations to the Solicitor's Office.

Mr. METCALF. There are no employees of the Bureau of Corporations thus detailed.

Mr. LEADLEY. In the early days of the Department there were.

Mr. METCALF. You speak of the present time, and I have already stated that there are none.

#### SPECIAL ATTORNEYS, EXAMINERS, AND AGENTS.

Mr. LITTAUER. How many men have been employed, or are now employed, under this allowance of \$125,000 plus \$32,000 that was the unexpended balance for the special attorneys, examiners, and agents? Have you a list of those employed and their compensations?

Mr. METCALF. I can furnish the list. (See p. 590.)

Mr. LITTAUER. I think it would be well for you to furnish the committee with that information, so that we may make a comparison.

These investigations which you have detailed, I would like to know whether in your opinion you are carrying on enough of them or too many of them, and what has been the result.

Mr. METCALF. I would rather the Commissioner would speak about that. Mr. Chairman. He is more familiar with that work than I am.

Mr. BURLESON. When will he return to Washington?

Mr. METCALF. In a very few days.

Mr. LITTAUER. Is the secret service employed at all out of this fund for special agents; is there any employment of secret service men?

Mr. METCALF. No, sir.

**Mr. LITTAUER.** You do not call upon the Treasury Department's secret service in connection with this work? Do they do any work for you?

**Mr. METCALF.** Not in connection with the work of the Bureau of Corporations; but I have found it necessary in one or two cases to call upon the secret service for assistance.

**DEPARTMENT OF COMMERCE AND LABOR,**  
**OFFICE OF THE SECRETARY,**  
*Washington, February 24, 1906.*

SIR: At the request of Mr. Littauer, acting chairman of the committee, during the hearing extended to me on the 23d inst., I am sending herewith the inclosed information concerning the employees of the Bureau of Corporations, who during the present fiscal year have been paid from lump appropriations.

Very respectfully,

**V. H. METCALF,**  
*Secretary.*

Hon. JAMES A. TAWNEY,  
*Chairman Committee on Appropriations,*  
*House of Representatives.*

**LUMP SUM APPROPRIATION.**

*Statement showing employees in the Bureau of Corporations during the fiscal year ending June 30, 1906, giving positions held, compensations paid, and period of service.*

Name.	Occupation.	Period of service.	Compensation.
William H. Baldwin .....	Temporary assistant and special examiner.	July 1, 1905, to date.....	p. m. \$400.00
E. Dana Durand .....	Special examiner.....	[July 1, 1905, to Dec. 31, 1905 .....	p. a. 3,000.00
T. C. M. Schindler.....	Special agent.....	[Jan. 1, 1906, to date.....	p. a. 3,250.00
Luther Conant, jr .....	Special examiner.....	[July 1, 1905, to date.....	p. a. 2,750.00
Charles Earl.....	Special attorney.....	[July 1, 1906, to date.....	p. a. 2,500.00
Jeremiah W. Mitchell .....	....do .....	[July 1, 1905, to Oct. 16, 1905 .....	p. a. 2,500.00
Francis Walker .....	Special examiner.....	[July 1, 1905, to Dec. 31, 1905 .....	p. a. 2,000.00
John B. Chaddock .....	Special attorney.....	[July 1, 1906, to date.....	p. a. 2,230.00
Max West .....	Special examiner.....	[July 1, 1905, to date.....	p. a. 2,000.00
Timothy A. Carroll .....	Special agent .....	do .....	p. a. 2,000.00
Albert C. Muhsé .....	....do .....	do .....	p. a. 2,000.00
Burr J. Ramage .....	Special attorney.....	do .....	p. a. 2,000.00
Thomas M. Robertson .....	Special agent .....	do .....	p. a. 2,000.00
M. Markham Flannery .....	Special attorney.....	do .....	p. a. 1,800.00
Clair R. Hillyer .....	....do .....	do .....	p. a. 1,800.00
Worthy P. Sterns .....	Special examiner .....	do .....	p. a. 1,800.00
David L. Wing .....	Special agent .....	do .....	p. a. 1,800.00
Frank J. Pool .....	Temporary assistant and special examiner.	[July 1, 1905, to Feb. 15, 1906 .....	p. a. 1,800.00
William B. Hunter .....	Special examiner .....	[Feb. 16, 1906, to date .....	p. a. 2,000.00
Francis L. Hawes .....	....do .....	[July 1, 1905, to Dec. 31, 1905 .....	p. a. 1,600.00
John H. Nelson .....	Special attorney .....	[July 1, 1905, to date .....	p. a. 1,600.00
James Sheldon, jr .....	....do .....	do .....	p. a. 1,600.00
Charles Connor .....	....do .....	[July 1, 1905, to Dec. 31, 1905 .....	p. a. 1,600.00
Herbert D. Brown .....	Special examiner .....	[Jan. 1, 1906, to date .....	p. a. 1,600.00
John P. Hollis .....	Special agent .....	[July 1, 1905, to Dec. 31, 1905 .....	p. a. 1,400.00
Charles E. Edgerton .....	Special examiner .....	[Oct. 16, 1905, to date .....	p. a. 2,000.00
Edmund F. Bard .....	Temporary assistant and special examiner.	[Nov. 22, 1905, to date .....	p. a. 3,000.00
Samuel D. Schindler .....	Temporary assistant .....	[Nov. 4, 1905, to date .....	p. a. 1,000.00
Thomas P. Littlepage .....	Special agent .....	[Jan. 1, 1906, to date .....	p. a. 1,000.00
Walter M. Twoombly .....	....do .....	do .....	p. a. 1,200.00
August G. Gutheim .....	....do .....	[Feb. 1, 1906, to date .....	p. a. 1,400.00
Charles S. Moore .....	....do .....	do .....	p. a. 1,400.00

*Statement showing employees in the Bureau of Corporations, etc.—Continued.*

Name.	Occupation.	Period of service.	Compensation.
Lewis H. Eddy .....	Temporary assistant and special agent.	July 1, 1905, to date.....	a \$4.00
Marcus L. Floyd.....	Special agent.....	July 1 to 20, 1905, 16 days.....	p. d. 16.45
Guildford L. Spencer.....	Temporary assistant.....	July 1 to 31, 1905, 26 days; Aug. 1 to 19, 17 days; Nov. 1 to 10, 5 days; in all, 48 days.	p. d. 10.00
Eugene Vallen.....	Special agent.....	In July, 1905, 4½ days.....	p. d. 15.00

*a Per day when actually employed. Employed uninterruptedly since July 1, 1905.*

V. H. METCALF,  
*Secretary of Commerce and Labor.*

## BUREAU OF MANUFACTURES.

The CHAIRMAN. We will next pass to the Bureau of Manufactures.

Mr. METCALF. The estimate for the fiscal year ending June 30, 1907, is \$30,400, against an appropriation of \$11,020 for the current fiscal year, a gross increase of \$19,380. During the current fiscal year a portion of the work of the Bureau of Statistics of the Department of Commerce and Labor was transferred to the Bureau of Manufactures pursuant to the provisions of the organic act approved February 14, 1903 (32 Stat. L., 825), and with the work ten positions were transferred carrying salaries aggregating \$11,260, which sum reduces the net increase in the estimate for the Bureau of Manufactures to \$8,120.

Mr. LITTAUER. What was the sum transferred?

Mr. METCALF. \$11,260. That is the daily consular service transferred from the Bureau of Statistics to the Bureau of Manufactures.

The work of the Bureau has grown with a rapidity that was not anticipated when it was organized and is steadily increasing. Matters of importance and urgency are deferred for the reason that the force is insufficient numerically. For the five months ended November 30, 1905, the number of letters sent out and received aggregate nearly 35,000. Many of these were circular letters and replies thereto. The former were addressed to men engaged in the leading manufacturing industries soliciting information that would enable the Bureau to prepare and compile data required in prosecuting its duties as prescribed in the act creating the Department. This work will necessarily grow and require the labor of a number of persons to transfer to index cards the information contained in letters received.

Since that estimate was sent in I think Congress has made an appropriation of \$2,500 for an assistant to the Chief of the Bureau.

Mr. LITTAUER. The chief you estimate for here?

Mr. METCALF. No; I do not think he was estimated for. In this connection I have a letter sent to me by Major Carson, which I would like to read.

DEPARTMENT OF COMMERCE AND LABOR,  
BUREAU OF MANUFACTURES,  
Washington, February 20, 1906.

The SECRETARY OF COMMERCE AND LABOR.

SIR: I respectfully invite your attention to the estimates presented for the Bureau of Manufactures to be incorporated in the legislative, executive, and judicial appropriation bill for the fiscal year 1907. In the urgent deficiency act passed at the present session provision is made for an assistant chief of bureau, at a compensation of

\$2,500 per annum. The regular estimates contain an item for one deputy chief of bureau, who shall act as chief clerk, at a salary of \$2,000 per annum.

In view of the provision in the urgent deficiency act, it is suggested that the item in the Book of Estimates "one deputy chief of bureau, who shall act as chief clerk," be changed to read "one chief clerk," and that recommendation be made in a supplemental estimate for insertion in the legislative, executive, and judicial appropriation bill of an item providing for the assistant chief of bureau, in accordance with the urgent deficiency act of February —. In this connection I respectfully renew the original recommendation that the salary of the assistant chief be made \$3,000 per annum.

The business of the Bureau continues to grow, and the indications are that during the coming fiscal year it will far exceed the ability of the clerical force for which estimates have been presented. Much information received from consular officers and special agents, which would be of great value to our manufacturing and commercial interests, can not be prepared for distribution among those for whom it is intended. Moreover, the demands from business men upon the Bureau for information can not be met because of the inadequacy of the clerical force. I therefore respectfully recommend that the original estimates be supplemented by providing for four clerks of class D, at \$900 each per annum, and one clerk class 3, at \$1,600 per annum.

I also respectfully call attention to the following items in the Book of Estimates, namely: Two assistant messengers, at \$720 each, and two laborers, at \$660 each. The laborers and assistant messengers are engaged in preparing the daily and monthly publications of the Bureau for mailing. They perform identically the same service. They have all had long experience in the work and are expert in its performance. In addition to the two assistant messengers and two laborers, one assistant messenger employed in the Bureau is assigned thereto from the Secretary's office. The services of this man are required. I further recommend that the number of assistant messengers be increased to three, at \$720 each, and that the compensation of the two laborers be fixed at \$720 each.

Very respectfully,

JOHN M. CARSON,  
*Chief of Bureau.*

Mr. LITTAUER. What is your recommendation is that regard?

Mr. METCALF. I recommend that the increase asked for be granted. The work of that Bureau has been growing and growing very rapidly. They are daily in receipt of letters from manufacturers all over the United States asking them for what they consider valuable information, and we have been trying all along to meet the demands.

Mr. LITTAUER. The work of this Bureau has proved to be the compilation of reports, consular and general?

Mr. METCALF. Consular and general reports; yes, sir.

Mr. LITTAUER. And then the answering of general correspondents asking for information?

Mr. METCALF. Yes, sir.

Mr. LITTAUER. I suppose we could extend that just as far as we might desire. In fact, the Bureau has only been established six months.

Mr. METCALF. It was established in January, 1905. When you stop to consider that the value of our manufactures to-day is about fifteen billions of dollars, approximately equal to that of Great Britain, Germany, and France combined, it seems to me that the manufacturing interests of this country are entitled to some little consideration. They are all deeply interested in the Bureau of Manufactures. I think that Bureau is doing splendid work.

Mr. LITTAUER. It is work that has been carried on in a less competent form, first in the Consular Bureau of the State Department, and then in your Bureau of Statistics.

Mr. METCALF. Prior to the transfer of this work to the Bureau of Manufactures the Consular Reports were sent out by the Bureau of Statistics. I think if you read the reports you will see that they are

of vast importance. We are in receipt of letters from manufacturers all over the United States, commanding in the highest terms the work of that Bureau.

Mr. LITTAUER. Do you think this large increase is justified? Would you advise the increase?

Mr. METCALF. Yes, sir; strongly. I think it would be money well expended.

#### BUREAU OF LABOR.

Mr. LITTAUER. We will now pass to the Bureau of Labor.

Mr. METCALF. In the Bureau of Labor the estimate for salaries, special agents, and library in the Bureau of Labor for the fiscal year ending June 30, 1907, aggregates \$172,320, or the same amount that is appropriated for the same purposes during the current fiscal year.

Reductions in the estimates for the fiscal year ending June 30, 1907, for the Bureau of Labor over the appropriations for the fiscal year ending June 30, 1906, have been made as follows:

Stationery .....	\$1,000
Postage to postal-union countries .....	450
Contingent expenses.....	3,500
	_____
Total reductions.....	4,950

The estimates propose to pay these expenses during the fiscal year ending June 30, 1907, from the appropriation for contingent expenses for the Department without increasing the estimate for that year over the fiscal year ending June 30, 1906.

Mr. TAWNEY. What did you say was the estimate for this year for special agents, transportation, and so forth?

Mr. METCALF. One hundred and seventy-two thousand three hundred and twenty dollars, or the same amount that was appropriated for the same purpose during the current fiscal year. In other words, there is no change asked for.

#### SPECIAL AGENTS.

Mr. LITTAUER. We notice that there were 22 special agents provided for in connection with the Bureau. What is their work?

Mr. METCALF. I suggest that you call upon the Commissioner of Labor. It is work called for under the law creating the Bureau.

Mr. LITTAUER. Of course the expenditure of \$65,000 is for the per diem?

Mr. METCALF. Yes, sir; and for the employment of experts and temporary assistance, for traveling expenses of officers and employees and for purchase of reports and materials for the reports and bulletins of the Bureau of Labor.

Mr. TAWNEY. You do not know the character of their work?

Mr. SOLEAU. They get the information in the field for the purpose of publishing the bulletins relating to labor and kindred subjects.

Mr. LITTAUER. They are simply gatherers of material?

Mr. SOLEAU. They gather the material and make reports to the Bureau.

## STATIONERY APPROPRIATION.

Mr. LITTAUER. It is your purpose this year to omit the specific appropriation for stationery for this Bureau?

Mr. METCALF. I want that amount transferred.

Mr. LITTAUER. And have all these appropriations gathered together under one lump sum for the Department?

Mr. METCALF. Yes, sir.

Mr. LITTAUER. Why do you do that? Has not this method worked out well?

Mr. METCALF. I was going to take that up under the head of contingent expenses and explain it fully.

## MISCELLANEOUS EXPENSES.

Mr. LITTAUER. Very well. We have a document in which there is a submission under the head of "Miscellaneous expenses," Bureau of Labor, where you want to increase this estimate of \$172,000 by \$200,000 additional.

Mr. METCALF. I sent that estimate in at the request of the chief of the Bureau of Labor.

Mr. LITTAUER. What is it that the Bureau of Labor wants to do?

Mr. METCALF. That is in accordance with a recommendation made by the President in his message.

Mr. LITTAUER. For what purpose?

Mr. METCALF. The President in his message says:

The Department of Commerce and Labor should also make a thorough investigation of the conditions of women in industry. Over five million American women are now engaged in gainful occupations; yet there is an almost complete dearth of data upon which to base any trustworthy conclusions as regards a subject as important as it is vast and complicated. There is need of full knowledge on which to base action looking toward State and municipal legislation for the protection of working women. The introduction of women into industry is working change and disturbance in the domestic and social life of the Nation. The decrease in marriage, and especially in the birth rate, has been coincident with it.

We must face accomplished facts, and the adjustment to factory conditions must be made; but surely it can be made with less friction and less harmful effects on family life than is now the case. This whole matter in reality forms one of the greatest sociological phenomena of our time; it is a social question of the first importance, of far greater importance than any merely political or economic question can be; and to solve it we need ample data, gathered in a same and scientific spirit in the course of an exhaustive investigation.

Mr. LITTAUER. You ask for \$200,000. Do you think that is necessary?

Mr. METCALF. The chief of the Bureau says that it will cost that much. In the first place he has to place agents in the field for obtaining this information.

Mr. BURLESON. Was that information not obtained during the last census?

Mr. METCALF. It is information of an entirely different character. The census gives the number of women employed in certain industries, and the number of children. I should like to have you call on Doctor Neill. He said he would like an opportunity to appear before the committee on this item.

Mr. LITTAUER. There are salaries paid out of the \$65,000, as well as the per diem?

Mr. SOLEAU. Yes, sir.

**Mr. TAWNEY.** The \$65,000 is not all expended for the traveling expenses of the special agents?

**Mr. SOLEAU.** Not entirely.

#### CONTINGENT EXPENSES.

**Mr. METCALF.** Congress appropriated \$75,000 for contingent expenses for use during the fiscal year ending June 30, 1906, and the estimate for the fiscal year ending June 30, 1907, is for a like sum. The estimate asks for the same amount appropriated for the current fiscal year, but as a matter of fact there is a net reduction in the contingent expense and miscellaneous appropriations for the Department and bureaus thereof, brought about by omitting estimates for contingent and other expenses in the bureaus and services for which appropriations were made for the fiscal year ending June 30, 1906, as follows:

Bureau of Labor:

Stationery .....	\$1,000
Postage to postal union countries .....	450
Contingent expenses.....	3,500

Bureau of Standards:

General expenses.....	10,500
-----------------------	--------

Agents, fur-seal fisheries, Alaska:

Traveling expenses.....	2,000
-------------------------	-------

Agents at salmon fisheries, Alaska:

Traveling expenses.....	2,500
-------------------------	-------

Net reduction.....	19,950
--------------------	--------

Through very careful administration during the last fiscal year I have been able to regulate the expenditures from the appropriation for contingent expenses of the Department of Commerce and Labor, from which all miscellaneous expenses, including stationery, of the Secretary's office, and the bureaus of Corporations, Immigration, Statistics, Navigation, Manufactures, the Light-House Board, and the office of the Supervising Inspector-General, Steamboat-Inspection Service, so that there remained December 1, 1905, an unexpended balance of \$31,358.02 in that appropriation, and all the liabilities properly chargeable to that fund and the last fiscal year had been on that date liquidated.

The proposition to consolidate the contingent and several other appropriations, as indicated in the estimates, will not only give me better supervision of expenditures from the appropriations, but reduces the clerical work in the accounting office of the Department, so that the very great increase of business there can be promptly transacted as in the past without asking any increase in personnel, and reduce the clerical work in the Auditor's office of the Treasury Department charged with the examination of the accounts of the Department.

To provide quarters for the Department of Commerce and Labor and its services at the seat of Government estimates are made for the fiscal year ending June 30, 1907, as follows:

Office of the Secretary, Bureau of Corporations, Bureau of Immigration,

Office of the Solicitor.....	\$11,830.00
------------------------------	-------------

Bureau of the Census .....	22,080.00
----------------------------	-----------

Bureau of Labor .....	6,750.00
-----------------------	----------

Light-House Board, Steamboat-Inspection Office, Bureau of Navigation.....	7,600.00
---	----------

Bureau of Statistics .....	4,039.80
----------------------------	----------

Stables .....	1,200.00
---------------	----------

Total .....	53,499.80
-------------	-----------

The arrangement of the statistical work which led to the transfer of ten positions from the Bureau of Statistics to the Bureau of Manufactures was done under section 4 of the act of Congress authorizing the organization of the Department of Commerce and Labor, approved February 14, 1903 (32 Stat. L., 825).

If Congress will approve my estimate for rents by enacting it into law in the form in which I have made it, better administration will be had and time in the work of bookkeeping and accounting will be saved, as in the case of consolidation of items of appropriation for contingent and miscellaneous expenses.

Mr. LITTAUER. Do I understand that your estimate for contingent expenses for 1907 is exactly the same as the appropriation was for this year?

Mr. METCALF. Yes, sir.

Mr. LITTAUER. And despite that you are able to advise us that we can wipe out the contingent expenses for the various bureaus?

Mr. METCALF. By the transfer of those amounts to the contingent appropriation for the Department.

Mr. LITTAUER. You find that the transfer will enable you to come within that amount?

Mr. METCALF. After all the expenses chargeable to that appropriation had been paid there is a balance of \$31,358.02.

Mr. LITTAUER. And you actually expended about \$44,000?

Mr. METCALF. Less than \$44,000. I hope that we will have a larger balance this next year.

Mr. LITTAUER. You have been using about \$45,000, which, with this additional \$20,000, hitherto appropriated in sections, would make \$65,000; so the \$10,000 will enable you to live?

Mr. METCALF. I think we ought to have a safe margin in the contingent fund, and this is provided in the estimates for contingent expenses.

#### STORAGE OF DOCUMENTS.

Mr. LITTAUER. What is the necessity of asking for specific authorization for the storage of documents belonging to the Light-House Board and the Bureau of Labor?

Mr. METCALF. The records belonging to the Light-House Board, consisting of account books, letterpress books, and other valuable records which are frequently referred to, are stored in the Treasury Department; and the Secretary of the Treasury informs me that they must be removed not later than June 30, 1906, to make room for Treasury papers. The item for storage of documents for the Bureau of Labor is included here because a similar item appears in the appropriation for contingent expenses, Bureau of Labor, the current fiscal year.

Mr. LITTAUER. Where are you going to store them?

Mr. METCALF. We want this appropriation in order to secure a building for that purpose.

Mr. LITTAUER. Is there any necessity for storing them?

Mr. METCALF. Yes, sir.

Mr. SOLEAU. They are regarded as valuable enough to be preserved as records of the Government.

Mr. LITTAUER. Did they refer to them at all during the past year?

Mr. SOLEAU. I do not know. We may refer to a record only now

and then and still it may be so valuable that you could not get along without it.

Mr. LITTAUER. Are they old accounts?

Mr. METCALF. I have already stated what the papers are, but if we are going to keep the records we must have a place to store them.

Mr. TAWNEY. Are they records or documents published by the Government?

Mr. METCALF. I think they are all office records and public documents.

Mr. BURLESON. Why not destroy them if they are of no value?

Mr. TAWNEY. Have you a committee in your Department for the purpose of examining documents that can be destroyed?

Mr. METCALF. No, sir; no committee has been appointed since I have been there.

Mr. TAWNEY. The law requires that.

Mr. METCALF. I think I sent in a recommendation for the destruction of certain documents, and I have called upon all the chiefs of bureaus and divisions to report to me whether there were any old reports or documents which should be destroyed.

Mr. TAWNEY. Is it not a fact that there is a formal organization contemplated under the statute to be created by the heads of the Departments for that purpose?

Mr. METCALF. Upon receipt of the reports requested of the chiefs of bureaus and divisions I shall submit a report to Congress, as required by the act of February 16, 1889 (25 Stat. L., 672).

Mr. LITTAUER. Mr. Secretary, your Department is divided, to-day, into various separate establishments?

Mr. METCALF. Yes, sir.

Mr. LITTAUER. Are you going to be able to administer the contingent expenses for these separate establishments as well by allowing each one a certain amount for his contingent necessities?

Mr. METCALF. The contingent fund, in my judgment, ought to be absolutely under the control of the head of the Department. I think it results in much better administration.

Mr. TAWNEY. When you allot it to the different bureaus, then you divide the control; you surrender the control of so much as you allot?

Mr. METCALF. Yes, sir. I think with the appropriation that I have in my Department I can make quite a saving.

Mr. LITTAUER. In the different establishments the amount of work increases and decreases. The contingent expenses for the Census Office will shortly jump into big figures; now they ought to be quite low. Consequently, if we are guided from one year to the other by the sums appropriated for contingent expenses we will have quite a variety year after year?

Mr. METCALF. The estimates submitted for the appropriations for 1907 do not contemplate the consolidation of the appropriation for miscellaneous expenses, Bureau of the Census, with the appropriation for contingent expenses of the Department.

Mr. LITTAUER. Do you not think that the contingent expenses of the bureau of standards should be included within this sum?

Mr. METCALF. Yes, sir. I think at the present time there should be one contingent fund.

## PRESERVATION OF NEWSPAPERS.

Mr. LITTAUER. We have just been speaking about these various documents. I notice here that you want a provision that newspapers purchased under this appropriation need not be preserved for the permanent files.

Mr. METCALF. The law requires that all newspapers shall be kept in the permanent files, and it does not take very long to fill a room with newspapers. I do not see the necessity for keeping all the newspapers.

Mr. TAWNEY. The law requires that?

Mr. METCALF. Yes, sir.

Mr. TAWNEY. The law requires the Librarian of Congress to keep the newspapers also.

Mr. LITTAUER. What newspapers are gathered together here?

Mr. METCALF. There are quite a number of newspapers. I can not give you a list at the present time.

Mr. TAWNEY. Would it not be cheaper for Congress to appropriate money to pay subscriptions to newspaper clipping bureaus?

Mr. METCALF. I think we now pay \$15 a month for newspaper clippings.

Mr. BURLESON. You pay that amount out of the contingent fund?

Mr. METCALF. Yes, sir.

Mr. TAWNEY. That is much cheaper than having a clerk and a messenger, as they do in the Treasury Department, at \$1,400 and \$720 or \$900, respectively, to do nothing but clip newspapers.

Mr. LIVINGSTON. Could you not have the newspaper clippings and preserve them?

Mr. METCALF. We preserve the clippings.

Mr. LIVINGSTON. Can you not burn the balance of the newspapers?

Mr. METCALF. The law requires that they shall be kept.

Mr. BURLESON. For what purpose?

Mr. METCALF. As the permanent files of the Department. It is required by section 192, Revised Statutes.

## LIGHT-HOUSE BOARD.

Mr. LITTAUER. Have you any comment to make upon the Light-House Board; have you more clerks than are necessary?

Mr. METCALF. No, sir; we could get along with one or two more clerks.

## CENSUS OFFICE.

Mr. LITTAUER. We will next pass to the Census Office.

Mr. METCALF. The estimate for the fiscal year ending June 30, 1907, for salaries in the Bureau of the Census is reduced from \$745,760, the amount appropriated for the current fiscal year, to \$730,040, resulting in a saving of \$15,720, explained as follows:

	Increase.	Decrease.
9 clerks of class 2 .....	\$12,600	
26 clerks, at \$1,000 each .....		\$25,000
3 clerks, at \$900 each .....		2,700
1 skilled laborer .....	1,000	
1 skilled laborer .....		900
3 charwomen .....		720
Total.....	18,600	29,320
Decrease .....		\$29,320
Increase .....		18,600
Net decrease.....		15,720

## OFFICE FORCE.

Mr. LITTAUER. What investigation have you made as to whether that enormous force should be kept up?

Mr. METCALF. I have talked with the Director about it. He needs his present force in order to do the work now in hand, but when vacancies occur in the Bureau we are not filling those vacancies.

Mr. LITTAUER. The promotions are going on?

Mr. METCALF. I think they should go on. They have a great many clerks who are getting very, very low salaries.

Mr. LITTAUER. What will the office force be doing in the year 1907, the year for which we are now providing?

Mr. METCALF. I think it would be better for you to call the Director of the Census to state just what work he has on hand at the present time. The work of the Bureau will undoubtedly be largely increased if the bill which passed the House the other day becomes a law.

Mr. TAWNEY. The committee reporting the bill said it was for the purpose of keeping the force occupied.

Mr. METCALF. They will take up the Thirteenth Census in 1910, and will need a competent force of clerks and copyists.

Mr. LITTAUER. If they keep piling on the force the way they have been doing during this time, when the work has lessened—

Mr. METCALF (interrupting). I have been making reductions in the force. The estimates provide for 21 less clerks.

Mr. LITTAUER. I notice that the appropriation under this head for 1904 was \$685,000, while the estimate for 1907 is \$730,040.

Mr. METCALF. The appropriation for the current fiscal year for the Bureau of the Census is \$745,760.

Mr. LITTAUER. That is for 1906.

Mr. METCALF. In 1905 we were working on the Philippine census; that was completed a short time ago.

Mr. LITTAUER. If the Philippine census is completed, why not drop the people connected therewith, or was it a temporary force?

Mr. METCALF. About 100 persons were temporarily employed. These were dropped when the work was completed.

Mr. BURLESON. And then they gathered the manufacturing statistics?

Mr. METCALF. Yes, sir. I would prefer that the Director speak of the work he is now doing.

In the estimate for appropriation for collecting statistics in the Bureau of the Census, a reduction is made from \$625,000, the appropriation for the current fiscal year, to \$400,000, and the estimate for

stationery for that Bureau is reduced from \$8,000, the appropriation for the current fiscal year, to \$6,000.

The estimate for miscellaneous expenses, Bureau of the Census, for the fiscal year ending June 30, 1907, is increased from \$12,000, the amount appropriated for the current fiscal year, to \$15,000. This is necessary because the Bureau of the Census for the last two years has carried on, under the authority of Congress, some of its work by a reappropriation of a balance left from the Twelfth Census. That reappropriated balance is now exhausted.

The estimate for the library, Bureau of the Census, is reduced from \$2,500, the appropriation for the current fiscal year, to \$1,500.

For tabulating statistics, Bureau of the Census, \$40,000 are asked. The same amount appropriated for the fiscal year ending June 30, 1906.

The net decrease in the estimates for the Bureau of the Census, under the appropriation for the fiscal year ending June 30, 1906, is \$262,800, of which \$22,080 is added to the estimates for rent, Department of Commerce and Labor.

#### BUREAU OF STATISTICS.

**Mr. LITTAUER.** We will now pass to the Bureau of Statistics.

**Mr. METCALF.** The estimates for salaries for the Bureau of Statistics for the fiscal year ending June 30, 1907, is \$66,310. The appropriation for the fiscal year ending June 30, 1906, is \$77,570, showing a decrease of \$11,260, which is accounted for by the transfer of positions aggregating that amount to the Bureau of Manufactures, and including them in the estimates for that Bureau.

For collecting statistics \$4,000 are asked, and for collating tariffs of foreign countries, \$3,500 are asked, both amounts being identical with the appropriation for the fiscal year ending June 30, 1906.

**Mr. LITTAUER.** How are you getting along with the Bureau of Statistics?

**Mr. METCALF.** They are doing good work.

**Mr. LITTAUER.** Have you found any method at all of concentrating this work so as to avoid duplication?

**Mr. METCALF.** I recently appointed a committee consisting of the Director of the Census, the Chief of the Bureau of Statistics, and the Commissioner of the Labor Bureau to take up all statistical work with a view to avoiding duplication. I am going to hold those men directly responsible for that.

#### OFFICE OF THE SUPERVISING INSPECTOR-GENERAL, STEAMBOAT-INSPECTION SERVICE.

The estimate for salaries for the office of the Supervising Inspector-General, Steamboat-Inspection Service, is \$13,840, showing an increase over the appropriation for the fiscal year ending June 30, 1906, of \$1,900, which is accounted for as follows:

Increase in salary of chief clerk .....	\$500
One clerk transferred from class 3 to class 4 .....	200
One clerk transferred from class 1 to class 2 .....	200
One clerk .....	1,000
Total increase .....	1,900

There are now in the central office here in Washington in the Steam-boat-Inspection Service but five clerks. I had a careful examination made of that office and am convinced that they need one more clerk, which I have requested, at a salary of \$1,000. I have arranged the force so that there will be a clerk in each grade instead of two clerks in but two grades, as at present.

#### CHIEF CLERK.

Mr. LITTAUER. Why do you need a chief clerk?

Mr. METCALF. They have nobody to act in the absence of the Supervising Inspector-General. The present incumbent has been the chief clerk of that bureau for a great many years, fifteen or twenty years, and there is very large outside service.

Mr. LITTAUER. What have you to say about this item for \$75?

Mr. SOLEAU. That was due to following a precedent of about thirty years. It was an authorization made by the Secretary of the Treasury before the work was transferred to the Department of Commerce and Labor, and was found unpaid June 30, 1903. Under the Comptroller's decision all those unpaid matters came over to the Department, and in investigating it I found a precedent of about thirty years for similar expenditures. I thought it was a pretty good precedent, and I paid the bill.

Mr. LITTAUER. It has been paid for a long time?

Mr. METCALF. Thirty years. The Secretary of the Treasury rented these rooms when there was a meeting of the board in Washington. The accounts had been paid for practically thirty years in the Treasury, and when Mr. Soleau paid the bill the account was held up in the Treasury, and he had to pay it out of his own pocket.

#### BUREAU OF NAVIGATION.

Mr. LITTAUER. We will now pass to the Bureau of Navigation.

Mr. METCALF. The only change in the estimates for the Bureau of Navigation is an increase of \$180 per annum by providing for one messenger at \$840 per annum and omitting one laborer at \$660 per annum.

#### DEPUTY COMMISSIONER.

Mr. LITTAUER. You also submit an estimate here for a deputy commissioner?

Mr. METCALF. Yes, sir. The present assistant to the commissioner is a clerk of class 4, with \$600 per annum additional on account of designation as deputy commissioner.

#### BUREAU OF IMMIGRATION.

Mr. LITTAUER. We will next take up the Bureau of Immigration.

Mr. METCALF. The estimates for salaries, Bureau of Immigration, for the fiscal year ending June 30, 1907, are \$32,550, showing an increase of \$1,600 over the appropriation for the fiscal year ending June 30, 1906. This increase is accounted for as follows:

Two clerks of class 2 added .....	\$2,800
One clerk of class 1 omitted .....	1,200
Net increase.....	1,600

The work in that Bureau is growing, and in order that the Commissioner-General of Immigration may have sufficient help to keep abreast of his work, I have asked for the increase of two clerks at a salary of \$1,400 per annum each, and the omission of one clerkship at \$1,200.

These salaries are paid from the permanent appropriation for expenses of regulating immigration, which is made up from the head tax of \$2 collected from each immigrant coming into the United States.

In addition to that, the Commissioner-General has asked for an additional place at \$900. I transferred to the Bureau of Immigration the work heretofore done by the Bureau of the Census—the statistics of immigrants coming to the United States. There has been quite a saving in that way. They asked for one additional clerk at \$900.

#### BUREAU OF STANDARDS.

As to the Bureau of Standards, there is quite a lengthy explanation here. The estimate for salaries, Bureau of Standards, for the fiscal year ending June 30, 1907, is \$115,840—

Mr. LITTAUER (interrupting). Had we not better send for the Director of the Bureau of Standards?

Mr. METCALF. The Director of the Bureau of Standards has prepared this statement, and unless you wish to question him I think it will answer all of the purposes. I can submit the statement without reading it. We have lost quite a number of employees from the Bureau of Standards during the past year. Some of the most valuable men have been offered larger salaries by our colleges and by some of the large manufacturing enterprises. It is absolutely impossible to keep them unless you pay them a fair compensation.

Mr. LITTAUER. You refer to the highest grade of science necessary to conduct the work of this Bureau?

Mr. METCALF. Yes, sir.

The estimate for salaries, Bureau of Standards, for the fiscal year ending June 30, 1907, is \$115,840, against the appropriation for the current fiscal year of \$99,660, an increase of \$16,180, accounted for as follows:

1 chemist, increased from \$3,500 to \$4,000.....	\$500
1 associate chemist, increased from \$2,200 to \$2,500.....	300
3 associate physicists, increased from \$2,200 to \$2,500.....	900
1 associate physicist .....	2,000
2 associate physicists, at \$1,800 each.....	3,600
1 assistant physicist .....	1,600
2 assistant physicists, at \$1,400 each .....	2,800
1 laboratory assistant .....	1,000
2 aids, at \$720 each.....	1,440
1 laboratory apprentice .....	480
1 clerk of class 3.....	1,600
1 clerk .....	900
1 skilled woodworker .....	1,000
1 messenger .....	840
1 assistant engineer .....	1,200
1 janitor .....	660
 Total increase.....	 \$20,820

From this amount the following positions appropriated for during the current fiscal year, and omitted from the estimate for the fiscal year ending June 30, 1907, are to be deducted:

1 computer .....	\$1,000
2 aids, at \$600 each .....	1,200
1 skilled laborer.....	720
1 assistant messenger .....	720
1 assistant engineer.....	1,000
 Total decrease.....	 <u>\$4,640</u>
 Net increase .....	 16,180

In regard to the increases in salary and additional places asked for in connection with the scientific staff of the Bureau of Standards, it may be stated that the Bureau must necessarily command the best scientific talent. In securing experts it is compelled to compete with the better classes of educational institutions and industrial concerns. Not only are the salaries paid by these institutions larger than those paid by the Government for similar services, but the salaries of other scientific bureaus average much higher than those paid to the scientific employees of the Bureau of Standards.

The increases submitted in the estimates include those of the chemist from \$3,500 to \$4,000, and 1 associate chemist and 3 associate physicists from \$2,200 to \$2,500, and a few additional places at salaries varying from \$1,400 to \$2,000. These increases and additions would relieve the situation somewhat by raising the average salary and would provide some additional assistance, which is very badly needed.

For the sake of comparison, the average salary of the scientific assistants in several bureaus is given:

<b>Geological Survey</b>	<b>\$2,085</b>
Coast and Geodetic Survey	2,036
Bureau of Plant Industry	2,060
Bureau of Soils	1,800
Bureau of Chemistry	1,712
Bureau of Standards	1,511

Among these bureaus there are many experts receiving salaries higher than \$2,200. The Geological Survey employs 25 geologists, at \$2,200 and above; 8 geographers, at \$2,500 and above; 16 topographers, at \$2,200 and above, in all, 47 experts receiving more than \$2,200 and including 4 positions, at \$4,000 each. The average salary of the experts is \$2,844 while the Bureau of Standards pays but two of its experts more than \$2,200 per year.

The salaries paid by Harvard University may be taken to represent the salaries paid by the better class of educational institutions to the same class of men that must be secured by the Bureau of Standards. They are as follows:

	Per year.
Instructors . . . . .	\$1,200 to \$1,500
Assistant professors . . . . .	2,500 to 3,000
Associate professors . . . . .	3,500 to 4,500
Professors . . . . .	4,000 to 5,500

The corresponding salaries in the Bureau of Standards are as follows:

	Per year.
Laboratory assistants.....	\$900 to \$1, 200
Assistant physicists (or chemists).....	1, 400 to 1, 800
Associate physicists (or chemists).....	2, 000 to 2, 200
Physicists (or chemists).....	3, 500 to 4, 000

In the large manufacturing and industrial concerns of the country the salaries paid to scientific experts are much higher than those paid by the Government or by educational institutions, salaries of from \$5,000 to \$10,000 being frequently met with. This state of affairs has deprived the Bureau of the services of a large number of its best men during the past two years, and it is earnestly hoped that the increases and additions will be allowed, since they will assist the Bureau very materially in maintaining the high standard which it has already set as to the quality of its work, and enable it to comply to some extent with the great increase in the demand for its services on the part of the public.

In regard to the clerical positions, I would state that the Bureau employs but 6 clerks, with an average salary of \$990 per annum, or \$260 below the average for the Government service. The additional clerk recommended at a salary of \$1,600 would increase the average salary to \$1,077, which is still \$173 below the average. During the past year the Bureau has lost by transfer 4 of its 6 clerks, all of whom had become familiar with the Bureau's work. They left because of the better salaries offered by other bureaus. The additional clerk will not give the Bureau adequate clerical service, since all increases submitted, in either the clerical or scientific forces of the Bureau, have been based upon only the most immediate and pressing needs.

The estimate for equipment, Bureau of Standards, for the fiscal year ending June 30, 1907, is \$40,000, the same amount appropriated for the current fiscal year.

For traveling expenses in the Bureau of Standards \$2,000 are asked, which is a new item and was formerly paid from the appropriation for general expenses for that Bureau, and includes the expenses of attendance of the American member at the meeting of the International Committee of Weights and Measures, and the expenses of two delegates to the International Committee of Electrical Units and Standards.

For the fiscal year ending June 30, 1906, the Congress appropriated \$12,500 for general expenses, Bureau of Standards. The estimates for the fiscal year ending June 30, 1907, propose that the general expenses of that Bureau shall be paid from the appropriation for contingent expenses of the Department of Commerce and Labor without increasing the latter appropriation.

The estimate for improvements and repairs to buildings, Bureau of Standards, is \$4,000, an increase of \$1,500 over the appropriation for the current fiscal year. The Bureau of Standards is housed in two large buildings owned by the Government, and it is absolutely necessary to have an appropriation available for repairs and such improvements as changes in conditions may require to have the work properly done.

The estimate of appropriation for library, Bureau of Standards, in the sum of \$2,750, is a new item. This item in the estimates is made necessary because the estimate for general expenses, from which books, pamphlets, magazines of a technical character, etc., were formerly purchased, is omitted from the estimates.

Mr. LITTAUER. How much did you allow last year for the library purposes?

Mr. SOLEAU. Whatever they wanted out of the general expenses of the fund. It was not limited, and they spent about that much money.

Mr. LITTAUER. All the expenses in connection with the Bureau of Standards are included in the estimates submitted in this bill?

Mr. METCALF. Yes, sir; they are.

Mr. SOLEAU. There is no item in the sundry civil bill or any other bill.

PRINTING.

Mr. METCALF. I will show you the condition of the estimate. For instance, the appropriation for 1906 for printing was \$500,000. The estimate for the fiscal year ending June 30, 1907, is \$360,000, making a decrease of \$140,000.

Mr. LITTAUER. How much was expended last year?

Mr. METCALF. About \$350,000. There will be a safe margin of five or six thousand dollars.

Mr. LITTAUER. That is a fine saving over the amount appropriated.

Mr. METCALF. Yes, sir.

Mr. SOLEAU. The year before that we spent nearly the whole \$500,000.

Mr. METCALF. In the office of the Secretary there is a decrease in the estimate for salaries, office force, for the fiscal year ending June 30, 1907, of \$3,540 over the appropriation for last year, and an increase in the salaries of special agents of \$70,000.

In the Bureau of Corporations, for salaries, office force, there is an increase of \$12,300, and for salaries and expenses, special attorneys, examiners, etc., there is an increase of \$17,842.73.

In the Bureau of Manufactures there is an increase in the salaries, office force, of \$19,380.

In the Bureau of the Census there is a decrease in the salaries, office force, of \$15,720, and in the expenses of special agents there is a decrease of \$225,000.

In the Bureau of Statistics there is a decrease of \$11,260.

In the Steamboat-Inspection Service, salaries, office force, there is an increase of \$1,900.

In the Bureau of Navigation there is an increase of \$180.

In the Bureau of Immigration there is an increase of \$1,600.

In the Bureau of Standards there is an increase of \$16,180.

In the Office of the Secretary, contingent expenses, rents, there is an increase of \$28,329.96.

In the Bureau of Labor there is a decrease in stationery, \$1,000; postage to postal-union countries, \$450; contingent expenses, \$3,500, and rent, \$6,750.

In the Bureau of the Census there is a decrease in stationery of \$2,000, an increase in miscellaneous expenses of \$3,000, a decrease in library of \$1,000, and in rent a decrease of \$22,080.

There is no change in the Bureau of Statistics.

In the Bureau of Standards there is an increase in traveling expenses of \$2,000, improvement and repairs to buildings an increase of \$1,500, and in library there is an increase of \$2,750, and a decrease in general expenses of \$12,500, making a total increase of \$176,962.69, against a total decrease of \$304,800, making a net decrease of \$131,337.31 after eliminating an increase of \$3,500 in the estimates for salaries payable from the permanent annual appropriation. This includes the legislative bill now under consideration.

Mr. TAWNEY. What are your expenses for printing?

Mr. METCALF. Our estimate for 1907 is \$360,000. We had to our credit \$500,000 for the current fiscal year.

Mr. TAWNEY. The last year?

Mr. METCALF. Yes, sir; and for the next year we have estimated for \$360,000.

Mr. TAWNEY. Does the Government Printing Office do all of your printing?

Mr. METCALF. It is so required under the law for all branches of the service at the seat of government.

Mr. TAWNEY. What is the character of the printing you have done?

Mr. METCALF. All of the printing for the Bureau of Statistics, the Bureau of Manufactures, Census publications, the Bureau of Standards, the Bureau of Labor, and so on, is done at the Government Printing Office. We have been cutting down expenses wherever we possibly could, but there can not be much of a saving in the Government printing unless there is a reduction in the force of the Government Printing Office. The only saving at the present time would be the actual cost of the material used--ink, paper, and so forth.

Mr. TAWNEY. You have no data upon which you could base a statement of the comparative cost of the printing--what it would be if the work was done by contract?

Mr. METCALF. No; I do not think we have that information.

#### BUILDINGS.

Mr. LITTAUER. There is one other item. A letter has been sent to Congress in reference to a list of buildings for the Department of Commerce and Labor, in which you explain that your present rentals amount to a total of \$54,249, and you submit to Congress a ten-year contract for a building to house the entire Department at a cost of \$100,000, together with the savings that you could make if such buildings were allowed. Have you any further views to state other than what is submitted in that letter?

Mr. METCALF. If you will kindly allow me to look at it I can tell you in a few moments. [After examining letter.] I have nothing further to say in regard to that, except it seems to me that good administration requires that the various bureaus of the Department should be in one building. You can see from this letter that there are at present twelve bureaus in the Department of Commerce and Labor. The Bureau of Standards has its own buildings, some 3 miles out of town. The Coast and Geodetic Survey has its own building. The Bureau of Fisheries occupies a Government building. I think those three are the only bureaus occupying Government property.

The Bureau of Immigration, the Bureau of Corporations, and the Secretary's office occupy rented quarters in the Willard Building on Fourteenth street. The Steamboat-Inspection Service, the Light-House Establishment, and the Bureau of Navigation occupy rented quarters in the Builders' Exchange on Thirteenth street. The Bureau of Statistics rents a building on F street. The Bureau of Labor rents a building at Fifteenth and New York avenue, and the Census Office has rented a building near the Capitol. We are paying, as I said before, \$53,499.80 for rent of buildings. I estimate that to rent a

building large enough to house the bureaus of the Department, other than those occupying Government buildings, would cost \$100,000.

Mr. TAWNEY. Have you any estimate of what it would cost to construct a building?

Mr. METCALF. I am now giving that question consideration. I do not want to take up your time in going into the details of this report that was made to me of the saving that could be made in the cost of administration alone.

Mr. TAWNEY. Can not that report be inserted in the hearing?

Mr. METCALF. Yes, sir.

The report referred to by Mr. Metcalf follows:

*Estimated saving in the cost of the administration of the Department of Commerce and Labor were all of the Department's Bureaus, except the Bureau of Standards, located in the same building.*

The saving in the cost of administration that would result if the Department's bureaus, except the Bureau of Standards, were under one roof, may be treated under the following heads:

Clerical force.

Subclerical force (including watchmen, engineers, laborers, charwomen, elevator conductors, mechanics, etc.).

Horses, wagons, and stable expenses.

Telephone.

Printing and expenses incident thereto.

Electric lights and power.

Fuel.

#### CLERICAL FORCE.

A saving in clerical work might be accomplished—

(1) By combining all of the libraries of the Department into one central library; (2) by abolishing the disbursing offices in the Bureau of the Census, the Coast and Geodetic Survey, and the Bureau of Fisheries, and requiring the disbursements for the whole Department to be made by one disbursing officer; (3) by concentrating all appointment work in one division and thus doing away with the appointment divisions of the Bureau of the Census and the Light-House Board; (4) by the economy of time and correspondence that would naturally result from the closer physical contact of the bureaus, and by the opportunity that would also be afforded for the temporary exchange of clerks from one bureau to another in "rush" times.

(1) *Libraries.*—It has been ascertained that the Department is now paying 19 persons \$20,417 for the maintenance of its several libraries, distributed as follows:

Bureau.	Persons.	Total compensation.
Coast and Geodetic Survey .....	6	\$6,040
Bureau of Fisheries .....	2	2,100
Bureau of Corporations .....	1	1,400
Bureau of Labor .....	1	1,200
Light-House Board .....	1	400
Bureau of Statistics .....	{ a } b }	857
Bureau of the Census .....	6	6,700
Office of the Secretary .....	2	1,720
<b>Total.....</b>	<b>19</b>	<b>20,417</b>

a Of \$1,800.

b Of \$1,200.

The combined libraries of the Department contain approximately 120,000 volumes, including bound and unbound books, and bound and unbound pamphlets. No figures are available relative to the number of duplicates in these libraries, but the number must be considerable. It is therefore safe to assume that this total number might be materially reduced were the libraries combined. The Department of Agriculture is now paying 15 persons \$14,560 for the maintenance of its library of 87,000

volumes, exclusive of several thousand Government publications. Some 67,000 of the Department of Agriculture's books are accommodated in the main library and some 20,000 are distributed throughout the bureaus. These 20,000 books are included in all the records of the main library, but their actual care devolves upon the employees of the bureaus in which they are located.

It will be seen from these figures that this Department is paying approximately the same as the Department of Agriculture for the maintenance of each 1,000 volumes in its library. It must be taken into consideration, however, that the library of the Department of Agriculture is almost exclusively made up of scientific works, while the libraries of the Department of Commerce and Labor undoubtedly contain many duplicates, in addition to Government publications, which are not included in the figures given for the Department of Agriculture. If all of the Department's libraries were brought together it seems safe to assume that the Department might save 20 per cent of the present expenditure. This would leave a total of \$16,000 for the library force, which is some \$1,500 more than the Department of Agriculture is now spending. The estimated net saving by the consolidation of the libraries is therefore 20 per cent of \$20,000, or \$4,000 per annum.

(2) *Disbursing offices.*—The cost of bureau disbursing offices is as follows;

Bureau.	Persons.	Total compensation.
Bureau of the Census.....	9½	\$13,610
Coast and Geodetic Survey .....	5	8,220
Bureau of Fisheries.....	5	7,800
Total.....	19½	29,030

(As it is understood that the disbursing force of the Bureau of Fisheries is not included in the estimates for the next fiscal year, the cost of maintaining this office is omitted in the following comment.)

The disbursing officer of the Department, it is understood, states that he can take care of the disbursements of the Bureau of Fisheries, some \$663,000, with one additional clerk. Assuming this to be true, he ought to disburse some \$2,341,000 (Census and Coast and Geodetic disbursements) with not to exceed 6 additional clerks. On the basis of the average salary at present paid in the disbursing office these 6 clerks would cost about \$8,000 per annum. The present cost of the Coast and Geodetic Survey's disbursements being \$8,220, we may consider that sum as sufficient to cover the cost of consolidating all these disbursing offices, and may regard the amount now paid for disbursing the Census appropriations as a clear saving. In consideration of the statement of the Director of the Census that one-fourth of the time of the disbursing and appointment division is given to other work, and in order that these figures may be as liberal as possible, the total net saving to be gained by the consolidation of disbursing work is placed at at least \$13,000, less about one-fourth, or \$10,000 per annum.

(3) *Appointment work.*—The Bureau of the Census is paying 9½ persons \$12,110 to look after appointments, and the Light-House Board is paying 4½ persons \$5,150 for similar work. It is hard to conceive of the necessity for the employment of 4½ clerks exclusively upon appointment work in the Light-House Board unless their work consists principally in duplicating that which is done in the Department's division of appointments. If the office of the Light-House Board is brought into closer physical contact with the Secretary's office, it is safe to assume that the cost of the appointment section of the Board could be reduced about two-fifths. Indeed, the actual reduction would probably exceed this estimate. Appointments are complete when they leave the appointment division and are transmitted to the Board in duplicate, thus doing away with the necessity for making further copies, so that all there remains for the Board to do is to file the duplicate and forward the original to the proper field officer.

In the Bureau of the Census conditions are not the same. All the work incident to the selection of special agents of the census devolves upon the appointment division of the Bureau, and in view of this an appointment division of some size is at present necessary. Should Congress, however, see fit to authorize the bringing of the Census Office into the same building with the office of the Secretary and the other bureaus, it is a safe assumption that the anomalous situation relative to the appointment of special agents will not continue. Congress would be unlikely to authorize the one without definitely settling the other. We will therefore consider that the work of appointing special agents may be transferred to the Division of

Appointments as soon as the Bureau of the Census is brought into quarters common with the other bureaus.

Again taking into consideration the Director's statement that one-fourth of the time of his disbursing and appointment division is given to other duties, we will have a balance of \$9,000. Allowing one-fourth of the present appointment force to continue to look after the bureau's appointments (it is necessary for each bureau to take care of its own appointments to some extent) and we will have a net saving in the Census appointment division that will amount to nearly \$7,000. To this add the slightly more than \$2,000 that we will have saved in the light-house appointments and we have \$9,000.

To take care of the increased work that will be imposed upon the division of appointments by this consolidation, it will require an extra expenditure of, say, \$4,000, to be paid to 3 clerks. This gives us a net saving in appointment work of \$5,000 per annum.

(4) *Economy of time and correspondence.*—It is impossible to estimate in dollars the amount that might be saved through a reduction of correspondence, the saving in the time of messengers and messenger boys, and the saving that would result from the opportunity that would be afforded to make temporary details from one bureau of office to another during busy periods. That this saving would be considerable, however, is beyond question, and in order that it may be taken into account, and also in order that the subclerical force of the Department may be treated as such without regard to the duties at present actually performed by some of them, this saving will be considered merely as enabling the Department to return all of its subclerical force who are engaged upon classified or skilled work to the duties indicated by their respective designations. In considering the subclerical force, therefore, no account is taken of the assignment of persons to duties other than those indicated in the appropriation acts authorizing them.

#### SUBCLERICAL FORCE.

In determining what saving might be made in the subclerical force of the Department the cost of this force in the Pension Office has been compared with the present force of this Department. The Pension Office was selected because it is in a building by itself, and its force is of approximately the same size as the force of this Department (exclusive of Standards) in the District of Columbia. It should be taken into consideration, however, that the Pension Office building does not accommodate a Cabinet officer, nor does it accommodate twelve bureau officers as would a building sufficient to house this Department. The building for this Department ought to be 15 per cent larger than the Pension Office on this account, and should be 10 per cent larger to provide for the growth of the Department.

This means that the subclerical force would be about 25 per cent larger than that of the Pension Office. The Pension Office is now paying, exclusive of laborers engaged upon classified work, \$90,410 to 142 persons (see table herewith). Adding 25 per cent, or \$22,500, to this, and on the basis of the subclerical force required to take care of the Pension Office this Department should not expend more than \$115,000 to take care of a building of sufficient size. The Department is now paying (see table herewith), exclusive of skilled laborers, \$140,880 to 237 persons (this is also exclusive of one foreman of stables and six hostlers). Assuming the estimate given above for the maintenance of an adequate building as correct, there would result a net saving in the subclerical force of \$25,000 per annum.

#### HORSES, WAGONS, AND STABLE EXPENSES

The chief of division of supplies estimates (see memorandum herewith) that, were the Department, except Standards, in one building, there might be disposed of 4 horses and 4 wagons, and possibly 2 hostlers and 2 drivers. In addition to this, he estimates that the running expenses of the stable would be reduced \$1,000 per annum. Assuming that two hostlers would no longer be needed, we must add \$1,320 as a further saving, making the net saving under this head \$2,320 per annum. The two drivers, who might possibly be spared, are understood to be actually laborers, and it would not therefore be proper to regard their compensation as a possible saving under this head.

#### TELEPHONES.

The chief telephone and telegraph operator estimates the saving in mileage, trunk lines, switch boards, and salaries to be \$2,182 per annum. (See memorandum herewith.) For convenience the net saving under this head will be regarded as \$2,000 per annum.

## PRINTING.

The chief of the division of printing estimates that the bringing of all the Department's bureaus (except Standards) together would result in an annual saving of at least \$10,000 in respect to materials, equipment, and labor incident to the work of his division. (See memorandum herewith.)

## ELECTRIC LIGHTS AND POWER.

Were the Department housed in one building, the logical step would be the installation of an independent electric-light and power plant. The superintendent of buildings in the Department of the Interior states that when that Department began the manufacture of its own electric current it did not employ one man in addition to the force already engaged in the engine room, and that the actual additional cost to the Department of the Interior of its electric supply is three-fourths of 1 cent per thousand watt hours. These figures are most significant when compared with the rate of 6 cents per thousand watt hours that this Department is at present paying for its current.

Of course it will, under any circumstance, be necessary for the Department to maintain an engine-room force of some size. Should it attempt to generate its own electric power this force would have to be increased many fold. In view of this, the figures given by the superintendent of the Interior Department are of doubtful value. The chief clerk and electrician of the Post-Office Department joined in the statement that the cost of the generation of their electric light and power is at the very least 20 per cent less than the price they would have to pay an outside company. The disbursing officer states that the Department paid for one year \$7,362.66 for electric light and power. Twenty per cent of this amount would be approximately \$1,500. This does not take into account the cost of light and power of the bureaus located in the Builders' Exchange. This cost is included in the rent paid for the building, and is therefore not possible of consideration. We may safely assume, however, a net saving under this head of \$1,500 per annum;

## FUEL.

The disbursing officer furnishes the following figures relative to the cost of fuel for one year:

Bureau of the Census.....	\$1,779.75
Coast and Geodetic Survey.....	1,364.25
Bureau of Fisheries.....	699.19
Willard Building.....	535.00
 Total.....	 4,378.19

The Hubbard Heating Company is authority for the statement that where two buildings of the same cubical contents are combined and heated from one plant a net saving of 15 per cent in fuel will result. It is not feasible to determine the cubical contents of the buildings occupied by the Department's bureaus. (The amount paid for fuel in each building is taken as indicating their respective relative sizes.) Fifteen per cent of the cost of the fuel for the Fish Commission's building and the Willard Building would be \$185. By combining these two buildings we would have one building using approximately the same amount of fuel as does the Coast and Geodetic Survey. Fifteen per cent of the fuel used by this assumed building and the Coast and Geodetic Survey together would amount to \$350. Now, combining this second assumed building with the Bureau of the Census, we would effect a further saving of 15 per cent of \$3,779, or something in excess of \$550, making a total net saving in fuel of \$1,085.

No account is taken of the bureaus located in the Builders' Exchange or of the bureaus of Labor and Statistics, for the reason that heat is furnished by the lessors. In estimating for the fuel necessary to heat a building for the Department, of course, the fact that these bureaus will occupy this building must not be lost sight of, and a part of the rent paid for these bureaus should be regarded as a charge to heating. It is not possible to estimate this amount, and it is not therefore considered.

## RECAPITULATION.

The total estimated saving follows:

## Clerical force:

Libraries .....	\$4,000
Disbursements .....	10,000
Appointments .....	5,000
	_____
Subclerical force .....	\$19,000
Horses, wagons, and stable expenses .....	25,000
Telephones .....	2,320
Printing .....	2,000
Electric lights and power .....	10,000
Fuel .....	1,500
	_____
Total net saving .....	60,905

Adding this saving to the \$53,049.90 now paid for annual rentals, we will have \$113,954.80 to apply to the rental of a building for the Department. In addition to this we will have vacated the buildings now occupied by the Bureau of Fisheries and the Coast and Geodetic Survey, and the Government will be the gainer by this to just the extent that it can transfer other bureaus and offices that are now occupying rented quarters to these buildings.

It is proper to state that in making the foregoing estimates no consideration has been given to the sudden expansion of the Department that will occur at the time of the taking of the next decennial census. At that time much more space will be necessary, more fuel and more light will be needed, more horses, wagons, and sub-clerical force, and the divisions of appointments and disbursements will require additional assistance. This also would be true under present conditions, and does not therefore affect the estimates here submitted.

---

SATURDAY, February 24, 1906.

## BUREAU OF LABOR.

## STATEMENT OF MR. CHARLES P. NEILL, COMMISSIONER OF LABOR.

Mr. LITTAUER. Your appropriation consists of two parts, one for clerical service and special agents, and then one for per diem, etc. The per diem is, of course, applied exclusively to the special agents, is it not?

Mr. NEILL. No, sir, Mr. Chairman; it is applied to all those engaged in field work.

## FIELD FORCE.

Mr. LITTAUER. In the first place, this bill carries how many special agents?

Mr. NEILL. Twenty-two, I believe.

Mr. LITTAUER. How many people have been doing field work?

Mr. NEILL. I could not give you an exact reply to that, Mr. Chairman. It varies almost every week. Certainly it will vary every month.

Mr. LITTAUER. This field work is for what purpose?

Mr. NEILL. When we undertake an investigation, the field work may be going on very slowly at one time, and as the result of that there is very little work coming in for the Bureau force to handle. Then at

another time it may come in more rapidly, and more of it may come in than the Bureau force can handle. We bring men from the field to the office and send them from the office to the field in order to keep up an equilibrium. For instance, take the investigation that is going on, or has been going on, for six or eight months: One agent may send in six or eight schedules in a day, and then it may take him several weeks to send in a single schedule. We are constantly transferring men from the office force to the field force and from the field force back to the office force.

Mr. LITTAUER. Then your office force and field force are considered together, and the amount of \$65,140 appropriated for your field force for one year is expended entirely either by your special agents or by your office clerks; do you engage others?

Mr. NEILL. No, sir; but perhaps I had better explain, in just a word, Mr. Chairman, in regard to that. If you will notice there, that is called a miscellaneous expenditure. Last year of that item there was \$25,097 paid in salaries.

Mr. LITTAUER. For experts and temporary assistants?

Mr. NEILL. No; it is practically a permanent roll—has been for many years. That \$25,000 expenditure does not differ in the slightest from the appropriation above of \$106,000.

Mr. LITTAUER. Can you tell us the number of individuals employed under that roll and their rate of yearly compensation?

Mr. NEILL. There are 18 under that, Mr. Chairman.

Mr. LIVINGSTON. Eighteen on the permanent roll?

Mr. NEILL. There are 18 there who are just as permanent as those in the office force, and do not differ from the other force in the office.

Mr. LITTAUER. Why do you not estimate for them specifically?

Mr. NEILL. When I came in I found that condition there. It has been there for the last ten or fifteen years.

Mr. LITTAUER. Give us a statement of the salaries received by those 18 persons.

Mr. NEILL. There is one at \$2,000; there are five at \$1,600; there are four at \$1,400, and eight at \$1,200. I will have to modify that a little, because in the last week there has been a change in that.

Mr. LIVINGSTON. Let the original statement stand, and give your modification.

Mr. NEILL. If I am not mistaken, there has been one transfer from that roll to the field force.

Mr. LITTAUER. This roll—does it work mainly in the field?

Mr. NEILL. No, sir.

Mr. LITTAUER. The clause reads, "For employment of experts and temporary assistance." That does not come under that office force heading?

Mr. NEILL. Yes.

Mr. TAWNEY. He says it is just as permanent as any part of the force.

Mr. LITTAUER. Now, all these individuals do clerical work here in Washington?

Mr. NEILL. They may or may not. There is not the slightest difference, Mr. Chairman, in the character of their work and the character of their appointment from that of the force in the office. For example, two men will be sitting in a division, in chairs adjoining,

one paid from the regular office appropriation and the other paid from this appropriation, engaged in doing identically the same kind of work.

Mr. TAWNEY. Are they receiving identically the same salary?

Mr. NEILL. They may be or may not. When we are going to send a man into the field we would send either one or the other, according to which is the better qualified. This roll is a pure accident. When the Bureau was originally started that amount was intended to employ really expert men and men for temporary work in special investigations; that is, men who had special qualifications for this and that investigation. That was twenty years ago. When they employed a man they never got rid of him.

Mr. BRICK. I am surprised. [Laughter.]

Mr. LITTAUER. It was desirable employment, was it?

Mr. NEILL. Yes; and they became a permanent roll. The only advantage in having it that way is that it gives a slight leeway. For example, in the last year there have been a couple of resignations from that roll, to which I have not made reappointments. I would have preferred to have gotten that roll back to the point where I would have had a larger allowance for the employment of experts.

Mr. TAWNEY. Or the employment of real experts?

Mr. NEILL. Yes; for the employment of real experts. If that were the statutory roll, and any were dropped from that, we would either have had to make a reappointment or curtail the work of the Bureau.

Mr. LITTAUER. You are at perfect liberty, however, to raise the compensation to any rate you choose?

Mr. NEILL. No; and I want it to go into the record here in regard to that. I understand in some bureaus there has been an abuse of that kind of a roll. But so careful has the former administration of this Bureau been in regard to that that they have let some of their best men go rather than increase their compensation from that roll. At the present time the salaries paid on that roll average less than the salaries paid on the regular roll, and it has always been the policy of the Bureau to keep that roll as far down as could be in the rates of compensation.

Mr. LITTAUER. In your knowledge were there ever any dismissals from that roll?

Mr. NEILL. I have only been connected with the Bureau a year. I do not know whether there have been or not. That roll has 15 or 20 people on it. In the last year we have lost two or three men from that roll by resignation. They were excellent men and high-grade men. They left because we were not willing to promote them. In fact, in the office it is considered unfortunate to get on that roll.

Mr. LITTAUER. Would it not give better administration if you were to estimate for that roll specifically in connection with your other force?

Mr. NEILL. Yes; but I do not want at present to get all those positions made statutory positions. I would prefer to get that roll reduced two or three more before it is made statutory. It was my intention, if a few more dropped off, not to make more appointments, but to let them fall off, and then ask to have it made statutory.

Mr. LITTAUER. How much of that \$65,140 was used last year?

Mr. NEILL. It was all used but \$450.

Mr. LITTAUER. And how much the year before?

Mr. NEILL. That I do not know, Mr. Chairman.

Mr. TAWNEY. Was this appropriation apportioned before the beginning of the fiscal year, as required by law?

Mr. NEILL. No, Mr. Tawney, it has not been possible to do that. This appropriation has never had a deficit. After I explain the nature of the work you will see it is not quite possible to apportion it. We have made an effort not to allow any quarter to go above that quarter's allowance.

Mr. TAWNEY. If you have allowed for the different quarters, then you have apportioned it, have you not?

Mr. NEILL. It would not be quite accurate for me to say we have apportioned it. That roll is elastic, in this sense: We may have work that we want to do, and if it would require the sending out of office men to the field to do that work, we look at it this way: It requires \$3 per diem for the office men to do this work. If we have the money to spare, we increase the field work. If the fund is not available, we simply let the work go and do not do it.

In addition to that, as the appropriation reads, we buy articles for the Bulletin. That is practically in lieu of the employment of special experts. We may have a special piece of work we want done, and there may be a special man who may be specially qualified, who has been working along that line. We make a tentative contract with him for that work. We say to him: "If you will undertake that piece of work and do it satisfactorily and submit your results, we will purchase them at a cost not exceeding a certain amount." In determining the amount which we pay for that, we take into account the expenses he would have to incur, and a fair compensation for the work itself. That is practically engaging an expert. That is what this was intended for, only we do not give him an appointment. We are not obliged to take his work if it is not satisfactory. A man may come in at the first quarter; we may make a contract with a man to do a piece of work that we want done, and we are able to arrange the expenditure during the remainder of the year in such a way as not to exceed the total sum appropriated for that whole branch of work.

Mr. LITTAUER. Can you describe such a piece of work?

Mr. NEILL. Yes, sir; very easily, Mr. Chairman. For example, Doctor Clark has for the past two or three years been employed almost entirely by the Bureau under these contracts. He has spent several years in Porto Rico, and some time in Cuba also, making a study of tropical labor conditions. Then he went to Hawaii and made a study of the Hawaiian labor conditions, and he also made a tour of the Southern States, making a study of labor in the heated parts of the South. Then the Bureau was anxious also to secure a report on labor conditions in New Zealand and Australia—the labor conditions there.

A contract was made with Doctor Clark—I was not in the Bureau at the time, and I am now speaking from hearsay only—but I think the amount was \$3,900. Doctor Clark spent several months in the Philippines and prepared an elaborate report there, and then went to New Zealand and prepared a report for the Bureau on labor conditions in New Zealand. The Bureau was not obliged to take a single one of those reports. If it is satisfactory, it is accepted; if not, it is returned for further work.

Mr. LITTAUER. What sort of compensation would Doctor Clark receive for the year's work?

Mr. NEILL. In that case—I know Doctor Clark personally—and I

think he lost \$900 on that trip. I think his entire compensation did not cover his expenses by \$900.

Mr. TAWNEY. He paid his own expenses?

Mr. NEILL. He did not get a penny out of the Bureau until he returned. When he prepared his report on the Philippines he was paid a certain amount for that report. When he submitted his report on Australia he was paid for that. His work was bought by our Bureau just as any magazine would buy it.

Mr. TAWNEY. His compensation covered his expenses and time?

Mr. NEILL. Yes. In that particular case that work would not have been done by anybody, unless he was anxious to do it, under five or six thousand dollars. He was engaged two years at least on that work.

Mr. LITTAUER. What did the Department spend for that?

Mr. NEILL. I think the three reports were paid for at \$3,500 each. He has just returned this year from working on a second report on Hawaii. He was paid \$1,500 for that report. He paid his expenses from Washington to Hawaii and return. He was engaged on the work five or six months. If he made a hundred dollars a month on that, he did better than I think.

We have also just completed and published in the last edition of the Bulletin, out of that fund, a report on the labor conditions of Porto Rico, prepared by Doctor Weil, a very able man. He was paid \$1,500 for that report; no, \$1,250 for that. In figuring the probable cost to the Bureau I think we figured it at about \$150 a month. I think we estimated an amount that would cover Doctor Weil's expenses and about \$150 a month besides.

Mr. LIVINGSTON. Are there any perquisites? Is there no other way for him to get adequate compensation?

Mr. NEILL. None whatever.

Mr. LIVINGSTON. You can not keep up that work, can you?

Mr. NEILL. A man comes into the Bureau who, for several years, say, has been interested in studying some particular subject. He wants an opportunity to make a more careful study. If it seems an important work for us, from the labor viewpoint, we make a contract with him for it.

Mr. TAWNEY. How does that work compare with the work done by your field force and special agents who are paid out of this lump sum appropriation?

Mr. NEILL. It is work that a great many of them could not do. We have a few special agents who could do that work, but the majority of them could not do it.

Mr. TAWNEY. Would it not be more economical to have all field work done by contract?

Mr. NEILL. No, sir. The contract work is always work that a single man can do. The work that the field force does is chiefly large comprehensive work that requires a force of thirty or forty men, working in cooperation in investigation for months and months in the field, and maybe fifty men in the Bureau.

#### PRINTING.

Mr. LITTAUER. How much was allotted this year for your printing?

Mr. NEILL. I do not think we have a printing fund, Mr. Chairman.

Mr. LITTAUER. Does not the Department of Commerce and Labor allow you any stated amount for printing?

Mr. NEILL. I do not think it does.

Mr. LIVINGSTON. How do you get it done? Who does it?

Mr. NEILL. The Government Printing Office.

#### LABOR BULLETIN.

Mr. TAWNEY. How frequently do you publish these labor bulletins?

Mr. NEILL. We publish an annual report once a year. We publish special reports irregularly; sometimes two or three in the year, and then there may not be any for two or three years. Then we publish a bulletin. These articles appear in the bulletin.

Mr. TAWNEY. How many copies of each issue do you usually print of the bulletin?

Mr. NEILL. I think about 20,000 copies of the bulletin are the average issue. Sometimes a special call for certain articles contained in the bulletin will require a larger edition.

Mr. TAWNEY. How do you distribute it?

Mr. NEILL. We have a permanent mailing list to whom it is sent.

Mr. BURLESON. Who makes up the mailing list?

Mr. NEILL. I do not know how it was originally made up, but when I came in we sent out postals to everyone on the mailing list, asking if they desired a continuation of the bulletin. Every name that did not respond was stricken off the list. We have on that list a large number of manufacturers and employers, and nearly all of the labor organizations. They asked that it be sent to their headquarters and national committees. Nearly all the libraries of the country are supplied, and we are watching that roll carefully. I have given directions that no name shall be added to that roll except when a man makes application for it.

Mr. TAWNEY. How many copies do you send to Members and Senators each? Do you know?

Mr. NEILL. I do not think any are sent, Mr. Tawney. I have always been under the impression that there was a regular quota sent here of all our publications.

Mr. TAWNEY. I believe there is. Have you any of these bulletins stored away and on hand that have not been distributed?

Mr. NEILL. I doubt if we have more than 1,500 copies of the last issue or two.

Mr. TAWNEY. Have you any old issues on hand, do you know?

Mr. NEILL. We have a list kept there, and most probably of one-third of the old issues there are not more than 40 or 50 copies left. Of some old issues there are none left. In no case do I believe there would be more than 500 or 600 copies. Every article that attracts particular attention will breed requests. We have practically no accumulation of back numbers or undistributed documents.

#### INVESTIGATION OF WOMEN'S WORK.

Mr. TAWNEY. This estimate of \$200,000 for a special investigation into woman's work—has that matter been carefully considered by you?

Mr. NEILL. "Carefully considered" in what way, Mr. Tawney?

Mr. TAWNEY. With respect to the necessity for doing the work.

Mr. NEILL. Yes. I felt that it was a very important piece of work. Perhaps there is no labor investigation that would be more important than that one.

Mr. TAWNEY. Is it not a fact that the labor bureaus of the various States are engaged in identically the same thing to a greater or less extent—the same investigation?

Mr. NEILL. No; and unfortunately anyone who is at all familiar with the labor reports of the States finds that in most of the work it is impossible to get anything more than a very superficial and disconnected idea. For instance, the labor bureau of Kansas may undertake an investigation this year in regard to the working conditions of women. Perhaps not another bureau in the United States would undertake that this year, and perhaps not for ten years.

Mr. TAWNEY. Let me ask you, right here, whether the inefficiency of the work of the labor bureaus of the various States is not due largely, though not entirely, to the fact that the States are coming absolutely to depend upon the Federal Government for making these investigations which otherwise the States would do if the Federal Government did not encourage the States to believe that if they neglected their own duties the Federal Government would take them up ultimately?

Mr. NEILL. I do not believe that the Bureau of Labor has covered 5 per cent of the possible field of investigation in the United States of many of the most important investigations. They have never even attempted a scratch, because they have not the money to attempt it. Yet in the face of all that, there is no effort made to do it on the part of the State bureaus. These bureaus are constantly changing their personnel, and their work does not go along well. There is at present an organization of all the State bureaus and Federal officials formed for the purpose of seeing if they could not coordinate the work in such way that the various State reports could be put together so as to give a comprehensive idea of some single topic.

Mr. TAWNEY. Is not the work of the National Labor Bureau, much of it, if not all of it, such work as the States ought themselves to perform?

Mr. NEILL. Well, that would be a question depending upon what viewpoint you ask the question from, Mr. Tawney. If you mean it is work which the States might as well do, and efficiently do, I would say no: the States could not and would not do it.

Mr. TAWNEY. Why?

Mr. NEILL. You could not take any five labor bureaus in the United States and get them to agree upon even the form of a schedule or the relative importance of the various topics in a single investigation.

Mr. LITTAUER. The States legislate on labor?

Mr. NEILL. Yes; but they legislate without very much knowledge of the actual labor conditions, even in their own States, and much less with a knowledge of the conditions in other States.

Mr. BURLESON. Does it not strike you, if you could not get five of them to agree upon the importance of it, it must not be very important?

Mr. NEILL. No; Mr. Burleson. For example, I spent a good deal of time with the men connected with various State labor bureaus at the last meeting of Association of Labor Bureaus, and I could not get any of them to agree upon any one single question about anything.

Mr. BURLESON. Is not all this information that you can gather already to be had right here in the Census Bureau—the number of

women and children employed and the average wages they receive per annum? Is not all that gathered by the Twelfth Census reports?

Mr. NEILL. The census can show the number of women employed under certain very large and comprehensive classifications. For example, it may show you the number employed in the manufacture of agricultural implements. You do not know whether that means in the manufacture of ploughs in large and well-conducted establishments or in the manufacture of small hand shovels or garden tools in some little bit of a sweat shop. In the second place, it will tell you the number of people employed, but after they have got done with all that, it does not tell you the slightest thing about the actual conditions under which they are working, the actual hours of labor, or the actual compensation. They can give you the averages of how many hours they work or the average wage; but of what value is the average wage? Some of them work a few months and receive, say, a hundred dollars, and some work for the entire year and receive perhaps \$1,500 or \$2,000 a year.

Mr. TAWNEY. If the States neglect matters of this kind, which pertain more especially to the welfare of the States than of the Federal Government, why should the Federal Government step in and assume to perform the labor and incur this expense which the States themselves should engage in?

Mr. NEILL. Well, as I said, Mr. Tawney, that is a question, of course, of governmental policy entirely.

Mr. TAWNEY. On what theory are the investigations of your Bureau instituted with respect to the benefit to be received by the National Government? What line of investigation do you consider the National Government should be interested in to the extent of justifying you, as the representative of the National Government, in engaging in it?

Mr. NEILL. The Bureau, I believe, has heretofore always taken the position that any matter of very general concern to the working classes of the country as a whole, which either was not or could not be covered by the State bureaus, was within the scope of its own activities.

Mr. TAWNEY. To what extent, if at all, is the work of your Bureau philanthropic?

Mr. NEILL. I do not know whether I catch the idea.

Mr. TAWNEY. I mean an investigation, say, under this matter of employment of female labor—is it thought that the National Government would be especially benefited by that investigation, or is it for the purpose of enabling philanthropic people to work more efficiently in carrying out their ideas of reform.

Mr. NEILL. No. My understanding of that was that the purpose of that investigation was to secure a comprehensive report of the various conditions under which women working were carrying on their work, in order to enable people in the various States to work for legislation to remedy what they considered the most undesirable conditions existing with respect to that labor.

Mr. BURLESON. Not with a view to national legislation, but State legislation?

Mr. NEILL. Their idea was that there might be conditions which, after they were made known, the State governments or the National Government might take up.

Mr. TAWNEY. The limitations upon the National Government in

legislation of that sort are such that it would be impossible, regardless of conditions, for us to legislate on the subject.

Mr. NEILL. Well, I think their feeling is that—

Mr. TAWNEY. That is a thought I had in mind, whether your investigation was along the line of discovering abuses that could be cured by national legislation, or whether we were making these investigations for the purpose of demonstrating to the State legislatures that it was their duty to legislate on those subjects.

Mr. NEILL. So far as we are concerned, at the Bureau here, I do not know that we had any special idea in mind, whether this should be legislated on by the State or the National Government. Our idea was that we should simply present a comprehensive report on all of the conditions affecting the work of women and women workers.

Mr. TAWNEY. Have you any idea that \$200,000 will begin to defray the expense of that investigation?

Mr. NEILL. No, sir.

Mr. TAWNEY. Have you any idea of what the aggregate expense would be if the work is done as thoroughly as you and the other people behind it would like to make it?

Mr. NEILL. I believe that with \$200,000 a very important investigation could be made.

Mr. TAWNEY. It would not be complete?

Mr. NEILL. No; it would not be complete, even if you expended a million dollars.

Mr. TAWNEY. You are starting on a new line of investigation, and before we start we ought to see far enough ahead to know what the result will be ultimately, from the standpoint of the Federal Treasury.

Mr. NEILL. Our purpose was, when the census reports were published—the Director of the Census is at the present time preparing a very elaborate and comprehensive report of all the details in regard to working women—showing the various occupations and the conditions surrounding their work—

Mr. BURLESON. And the amount of compensation?

Mr. NEILL. I would hardly admit that the census could show that with any degree of accuracy.

Mr. BURLESON. I understand it is going to show that.

Mr. TAWNEY. That is a matter that is constantly varying. I do not see how you could get any report on that that would be of any consequence.

Mr. NEILL. The census can give averages. The work of the census and of the Bureau of Labor has gone forward on different lines. For instance, take the inquiry on manufactures for 1905. The census enumerator, for example, will leave a blank with the manufacturer to be filled out by him, showing the entire amount of wages he has paid out during the year. Then he fixes, as closely as he can, the average number of employees he has had during the year. Those items are added together until they mount up into the billions, and the one sum is divided into the other, and you have the average wages paid in the United States in the manufacturing industry, if it means anything. I do not know what it means.

The Bureau of Labor, on the other hand, takes certain establishments which are representative of each industry. Suppose we take up the classification of agricultural implements. Our classification is

much more comprehensive than theirs. Take up textiles and cotton goods produced in cotton mills. We select a number of occupations in those mills; then we select, in every part of the country, representative mills, some representing the best conditions and some representing the poorest conditions and some again the average conditions. Then our agents are sent into those places and they go over the pay rolls themselves and take from them a statement of the actual wages earned and the time required to earn them.

Those figures are given by each particular occupation in the industry, and also in the general total, and they are given year by year as representing the average of those particular industries. We do not make an effort to cover every one. Out of 500 establishments we might take 40. Out of 10,000 establishments we might cover only 200. But we do feel that these figures, so far as they go, are fairly representative of the general trend of the industry concerned, year by year. But we could not cover it by the Census methods within millions of expenditure. While their agent may stay in a place 30 minutes, our agent will stay a week.

All the census reports given are a general average of all the people employed in the occupation; and that includes everybody, from those who earn a hundred dollars, working a few months in the summer, to those who work all through the year and who may be earning six or eight hundred dollars. Our reports not only give them by industries and by sections, but by particular occupations in various parts of the country.

Mr. BRICK. What I was going to ask you was whether, with the Census doing what it is doing, and you doing what you propose to do, there is not or would not be more or less duplication of work, to a degree? Is it not to be expected that you would have some of the same things to some degree that the Census already shows?

Mr. NEILL. No, sir; practically not to any extent, Mr. Brick. I have gone over that very fully with the Director of the Census and found out what he had and what he intended to do, and he quite agrees with me that there is not only no duplication, but that his work is made immeasurably more valuable by the intent of our studies, and our studies in the field would be less valuable than they are without his. Whether the conditions we inquire into pertain to one hundred or five thousand people is a matter that the census shows.

Mr. BRICK. I thought, judging from your answer a while ago, that if the census had anything that you thought necessary and good under your plan, and you knew what they had, you would run to their books and get it, and what you had they would run to your books for?

Mr. NEILL. We would take summaries of the census for comparison of our own work. There might be a few pages in our tables giving summaries of the census tables.

Mr. BRICK. You have not considered national legislation or State legislation, but you do consider, Mr. Neill, that this matter is a matter of sociological and racial benefit—this knowledge would be? Is that the idea?

Mr. NEILL. Exactly.

Mr. BRICK. And I suppose if the States did enter into it it would be with irregular methods. There would be no harmony in it, even if all the States did it?

Mr. NEILL. No; not one-half of the States have labor bureaus.

Mr. BURLESON. Could there be any practical value resulting from the investigation you propose to make, except in the way of State legislation, to benefit the classes affected by the investigation—

Mr. TAWNEY. Affected by the conditions?

Mr. NEILL. I am not a lawyer, and I would not know what would be the respective scope of the Federal and State legislatures.

Mr. BURLESON. If you could suggest any national legislation that would result, or could result, from this investigation, I would like to hear the suggestion.

Mr. NEILL. Our feeling was this: If there were conditions of prime importance affecting the family life and morals and citizenship, due to industrial conditions, the National Government has just as much interest in finding that out as it has in finding out what is the total amount of money in the savings banks or what is the general increase of street railways, or nine hundred and ninety-nine other things for which large sums of money are expended in the Census. Here are matters, as Mr. Brick says, matters of tremendous sociological importance. The country is going through a tremendous transition to-day.

Mr. TAWNEY. But why could not that investigation be merged with the Census work? Why could it not be made so and thus avoid a duplication? Could it not be done that way at infinitely less expense?

Mr. NEILL. I think, Mr. Tawney, that the Director of the Census himself would say that it is work for which the Census Bureau is not equipped, and to attempt to carry on work of that kind with its present capacity would be practically creating two kinds of work under one administration. I may go a step further. It is not a mere question of going out and gathering in the same statistics. The statistics would form a small part of the report. The determination of what are the most important items to be investigated there, the determination of the methods by which the subject would be investigated, would of itself require the direction of a person carefully and thoroughly trained, who would give his whole time to it, and unless the Director of the Census was a universal genius I do not see how he could carry on the work.

Mr. TAWNEY. How long has it been since the Bureau of Labor was established?

Mr. NEILL. About twenty years.

Mr. TAWNEY. How long has it been since industrial enterprises have commenced the employment of female labor in this country to any great extent?

Mr. NEILL. I do not know. The employment of women has been almost—

Mr. TAWNEY. The employment of female labor was going on in this country before the Bureau of Labor was established?

Mr. NEILL. Undoubtedly.

Mr. TAWNEY. How long ago was the idea of gathering these statistics first suggested?

Mr. NEILL. I do not know that.

Mr. TAWNEY. Was any suggestion made prior to the last annual message of the President of the United States?

Mr. NEILL. I do not know that, Mr. Chairman. I know that for many years I have constantly heard from various sources an expression of regret that there was not more information available in that field.

Mr. TAWNEY. Do you know whether any request was made prior to this time for that purpose?

Mr. NEILL. No, sir.

Mr. TAWNEY. There has not been, as a matter of fact?

Mr. BURLESON. I would like to know where this suggestion emanated? Whose suggestion was it?

Mr. COURTS. It was submitted to Congress as a supplemental estimate in a special document.

Mr. TAWNEY. I shall just ask you if it is not a fact that the suggestion was made subsequent to the submission of the estimates of your Bureau? Did not this new document come in as a supplemental estimate, showing that it was an afterthought on the part of somebody?

Mr. NEILL. No; it was not at all, Mr. Tawney.

Mr. TAWNEY. It was not included in the annual estimates. If you had thought of it before, why did you not include it in the annual estimates?

Mr. NEILL. I might give you the history of the matter as I know it. Probably a month after I took up the matter of the administration of the Bureau of Labor I was written to by some ladies in Chicago and asked if our Bureau would not undertake an investigation of the conditions of working women in the United States. They had been interested in the subject for a number of years, and were anxious to have it done. I wrote back to them that it was a larger investigation than our Bureau could carry on with our scope and with our appropriation. A month or so later they came on to Washington and came to see me again, and asked if we could not possibly undertake that. I said it was a much larger investigation than we could attempt with the present force. They said, "Well, suppose we try to secure the passage of a bill directing that investigation. Could you undertake it then?" I said, "If Congress directs it and furnishes the means, we will undertake it," and there dropped the matter.

I believe they then went to see the President about the matter, and he agreed with them as to the importance of the investigation and recommended it in his message. I believe it was proposed at the time to introduce a special bill, and I gave no further attention to the matter, and said, when asked about it, that I had nothing to do with it. I said, "I do not want to be in the position of urging it along."

In the meantime a number of the women's clubs took the matter up, and shortly after the meeting of Congress several ladies came on here with the bill which they intended to have introduced. I am not sure, but I believe it was suggested to them that a bill was not at all necessary; that the Bureau of Labor already had the authority; it did not need further authority if an appropriation was available; and it was suggested to us, without having a special bill introduced—the suggestion was made to them to have an amount of that kind included in the appropriation measure. Then they came down to see the Secretary of the Department of Commerce and Labor about the matter, and called attention to the fact of the recommendation by the President. I think they were told up here that it was a matter that would have to originate in our Department.

Mr. TAWNEY. Yes; they were.

Mr. NEILL. They said they had been here and had been advised that it was a matter that should originate in the Department.

Mr. TAWNEY. I told them that the Committee on Appropriations could not consider it without an estimate, and that it would be a question whether the Department would be authorized, under existing law, to make the investigation.

Mr. NEILL. Then they told me about it, and I looked up the matter and found that the Bureau had the authority, and the Secretary sent up the supplemental estimate.

Mr. TAWNEY. These ladies are estimable ladies and are doing good work. There is no question about that. The only question in my mind is whether it is practicable; whether the expenditure of two hundred thousand dollars would result in accomplishing anything of value. If not, I fear the work would have to be extended further, and how long it would require no one knows, and the amount of money to be expended is exceedingly indefinite. My own judgment is that we are already investigating affairs that belong to the States entirely—more now than we ought to.

Mr. BURLESON. I have the same notion.

Mr. LIVINGSTON. What use do they intend to put this information to? They must have indicated it. What is the final purpose of it?

Mr. BRICK. It is for the benefit of the race. They have no definite purpose.

Mr. NEILL. I think they expect to carry on a campaign in some of the States.

Mr. LIVINGSTON. Against the employment of female labor under certain conditions?

Mr. NEILL. Probably. Not so much against the employment as against their being surrounded by certain conditions. I think their idea is that in many of the lines of employment men have taken care of themselves, through their organizations; men have insisted upon many changes for the protection of health and of life and limb. In many factories those things are provided by the proprietors where women work as well as men. I think their idea was to find out where women and children are working in factories without the safeguards for their protection which are provided in factories where men work, and if it were found that they were without such safeguards they would endeavor to secure legislation to remedy those conditions.

Mr. BRICK. Now, after this is done, Mr. Neill, to carry it to its ultimate results, whatever they may be, it would have to be kept up year after year, or at stated intervals as time goes by?

Mr. NEILL. No. My own idea was to take whatever appropriation was made in the matter and select from the reports of the census, and also from a preliminary study of the field—I should go into the field myself—and find out how much work could be done with that appropriation, and then select what seemed to be the most important part of the investigation, and make that and complete it.

Mr. BRICK. But after you had completed it, next year or the year after, at certain intervals changes would take place, so that this would become obsolete so far as future benefit was concerned, and the necessity would arise whereby we would have to do it over again at least so often, in order to gain the beneficial results that we are striving for?

Mr. NEILL. Not necessarily. Of course, any report on sociological conditions after ten or fifteen years will be obsolete. At the same time the legislation desired to be secured might have been secured.

Mr. BRICK. Your opinion is that if we expend this \$200,000 and can do it with that, that does not mean another \$200,000 next year or the year after?

Mr. NEILL. No; speaking for the Bureau of Labor.

Mr. BRICK. You would complete it, and let that stand as a completed fact?

Mr. NEILL. I should say we would prepare our investigation in such a way that it would be a complete investigation for the part of the field covered.

Mr. BRICK. It is not part of your plan to have a continuous supplemental investigation year after year?

Mr. NEILL. No, sir; not at all.

Mr. BRICK. Do you not think that is necessary?

Mr. NEILL. No, sir.

Mr. TAWNEY. Do you not think, Mr. Neill, if we were to embark on this field of investigation or inquiry that the same pressure and same influences that brought about a recommendation for this initial inquiry would be sufficiently strong to continue it, and continue it indefinitely?

Mr. NEILL. Well, Mr. Tawney, I do not know. That is a matter that Congress will have to settle, as to how much pressure it can resist. Understand me, I am not here as an advocate of this measure at all. I am simply here to answer any questions that the committee may ask.

Mr. TAWNEY. I understand. These questions have been asked you in order to get your judgment.

Mr. NEILL. I might add, if I may, Mr. Tawney, that I think there is a very wide and a tremendously important field of investigation concerning moral, sociological, and civic topics of vast importance to come to the country for the improvement of its citizenship, and especially of the working classes, which the States can not and never will be able to take up, and if done at all it must be done by the National Government.

Mr. TAWNEY. That opens up a pretty wide field of investigation, and also a pretty wide field of speculation.

Mr. NEILL. Might I add one thing more for the record, in order that I may not appear here in an improper and incorrect attitude? I would not have it understood that in my view this investigation is merely or simply to reform abuses. My own idea as to this investigation was that if we found certain conditions prevail in any line of industry, we should cover that field in such a way as to find what was possible in that, and what was due to neglect or indifference, and it would show what was practicable and what was being done by the best class of manufacturers. It is not quite fair to permit an uproar to start and let it be understood that the conditions portrayed here and there by individual investigators, intent on stirring up trouble, are a fair representation of conditions that prevail elsewhere, or of what is done all over that industry.

Take for example the cases of deaths in a certain industry which may appear to be abnormally high. We would find out in the best and also in the poorest factories what the death rate is, and find to what extent that average death rate represents the average between conditions that are good and conditions that are very bad, and those that are entirely remediable.

Mr. TAWNEY. This inquiry suggests itself to my mind: To what extent is the Federal Government going into the business of the investigation of domestic conditions pertaining exclusively to localities and States, and thereby assuming a general supervision over everything, and to what extent by following out that policy are we making the States dependent, or creating a feeling of dependence in the States, rather than creating a feeling of independence?

Mr. LIVINGSTON. I sympathize with you, but I think you have gone down hill so far that you can never get back again. [Laughter.]

Mr. NEILL. There were two items in the appropriation bill to which I wished to invite the attention of the subcommittee.

Mr. TAWNEY. Go ahead. I thought you were through.

#### SPECIAL AGENTS.

Mr. NEILL. This is in our regular appropriation bill. I wanted to ask the committee for two changes. These are changes which I recommended in the estimate to the Secretary. The Secretary struck them out. I was away from the city at the time. The Secretary was not willing to make any recommendations for increases in the appropriation at that time. After coming back I went to see him about the matter, and he agreed with me that there were good reasons for the changes, and said that if he had heard before what I told him he would have recommended the change.

I want, therefore, to present the matter to the committee, with the Secretary's consent and approval, and possibly in a less objectionable form than it was at first presented to him. In other words, in the list of special agents there are two special agents at \$1,800. I had originally asked for an increase of two in that grade, though believing that it would not be granted. I would like to ask that in the first grade two special agents be increased to four, and in the third grade ten be reduced to eight, and that the excess amount be deducted from the appropriation for miscellaneous expenses.

I believe it would add to the efficiency of the Bureau. The work of our special agents in the field, especially that of a number of them, is work that can not be done by a man of ordinary capacity. They are put on special lines of work, and the good results they get are obtained by the exercise of judgment, intelligence, discretion, and tact. They are required to have a very wide knowledge of labor conditions and to have a thorough sociological training, acquired from long experience. I am now losing some of the best men in the Bureau because their compensation is inadequate.

Just before I came into the Bureau we lost two of our men who were best equipped for field work, and they were allowed to go into other bureaus because Colonel Wright was not willing to increase the salaries on this lump sum roll. Since that time another man, valuable for field work, was promoted over the heads of older men more entitled to promotion in order to save him or prevent him from going to another Department. At the same time, there are three men of my field force, the best men I have, who will give up their work soon unless I have some opportunity of offering them more compensation than they now receive. My idea was that if I could promote two of them at the \$1,800 grade, I should save them to the force.

Mr. TAWNEY. Are these men graduates of any college?

Mr. NEILL. No, sir; they are not. Some of them are men who have been with the Bureau fifteen or twenty years, and there is not a college in the United States nor a university that ever has turned out or could turn out a man with the wide and vigorous grasp on labor and sociological problems that these men have, one of these men could go into any newspaper or magazine and do valuable editorial and newspaper work. Another of these men is equipped for the law. We have tried to induce him to stay with us with an increase of salary. A third case is that of a man whom another Department is desirous to get. They have a position that will pay him \$400 more than we pay him now. I do not want to lose him. I have asked the people in that Department not to make him an offer until this appropriation act goes through, and then I thought I could promote him.

By retaining that valuable class of men and by diminishing the miscellaneous fund to an equivalent amount I could increase the efficiency of the force. I want to keep those particular men who can do the very kind of work for which I have to employ experts. I have one or two investigations in mind now that these men could make. In the case of experts, we have simply to take the things they feel like doing. and that makes a sort of hodgepodge of our work.

#### CHIEF CLERK AND CHIEF STATISTICIAN.

Now, that is the first item. The second item I want to call the attention of the committee to is the question of the chief clerk, at \$2,500. This title is a misnomer. The present incumbent of that position is primarily the chief statistician of the Bureau. He also does the duty of chief clerk. He is, in fact, deputy commissioner. I am away a good part of the time; I try to remain in the field a good part of the time, and while I am out he is in charge of the Bureau a good deal of the time, and he is an unusually efficient man.

Mr. TAWNEY. How old is he?

Mr. NEILL. I suppose he is a man probably 35 years of age. He has been in the Bureau fifteen years or more. I know that since I have come in there he has been offered more compensation from outside places than he is getting in the Bureau. If he left I could not replace him for \$5,000. He is a very skilled man, an expert statistician. He has been a student of statistics for a good many years. He happens to combine, as is not very frequently the case, unusual executive and administrative ability, with a finely trained statistical mind.

Mr. TAWNEY. What title would you suggest? There are chief clerks throughout all the Departments, and I think there is greater uniformity in the salaries paid to chief clerks than in those of almost any other class of employees.

Mr. NEILL. He would have to retain the title of chief clerk, because the organic act requires that he shall act in the absence of the Commissioner. At one time I intended to recommend a deputy commissionership, because he is practically that; but after thinking that over it seemed unwise, because the deputy would change, probably, every time the Commissioner changed.

It seemed advisable, therefore, to hold the present incumbent in that position, where he would likely remain permanently doing his present work as Commissioners come and go, and on that account I thought it would be fairer and would express his position better to use the

term "chief statistician, who shall also perform the duties of chief clerk." If he left we would have to appoint one man to perform the duties of chief clerk, and another man to perform the duties of chief statistician. If he should leave I do not know of a single man I could get who would fill those two positions at once. I want to ask an increase of his compensation there from \$2,500 to \$3,500, with the same provision as in the other case, that the excess amount over his present salary be taken out of the miscellaneous fund.

If I might add a further suggestion, there. The Secretary asked in regard to it. He said, "Is not that an actual increase of appropriation, in view of the fact that that amount of the miscellaneous fund would revert back?" I said, "No, this miscellaneous fund limits the amount of work we can undertake. We figure toward the end of the year how much is left, and then undertake what that amount will permit us to do." We always have more work outlined than our appropriation permits us to do. I have felt that a diminution of \$1,800 in that miscellaneous fund, if it would enable me to assure to myself the continuation of the services of the present statistician and chief clerk, would be a good thing, and my idea was to create three positions in the \$1,800 grade.

---

SATURDAY, February 24, 1906.

THE CENSUS OFFICE.

**STATEMENT OF MR. S. N. D. NORTH, DIRECTOR OF THE CENSUS,  
ACCOMPANIED BY MR. JOHN W. LANGLEY, DISBURSING AND  
APPOINTMENT CLERK.**

Mr. LITTAUER. Mr. Director, you will find your items on page 262 of the bill in front of you. Will you, in a general way, describe to us the condition of work in your office that necessitates the retention of so large a part of the force? I notice your reduction, as submitted for next year, amounts to \$15,000, in round figures.

Mr. NORTH. Yes, sir; \$15,000.

Mr. LITTAUER. And of those, twenty-two people are dropped and the rest were made up in what I suppose are promotions of salary?

Mr. NORTH. Yes; nine promotions and nineteen people dropped, with a net reduction in the cost of the clerical force of the Bureau of \$15,100.

Now, in answer to the question you just addressed to me, I suppose the question is prompted by a statement made in a report of the Census Committee on the Census bill the other day. The fact is that, so far as the coming fiscal year is concerned, there is all the work to do that is required to keep every clerk in the office as busy as he can be for the entire coming fiscal year. Nevertheless we foresee that in the subsequent year—not the year to which this bill applies—there may be some difficulty in keeping them all employed, and therefore it seemed wise to anticipate the coming of that situation and drop these nineteen clerks from the salary roll.

Mr. LITTAUER. You have a total force of how many?

Mr. NORTH. About 600, in round numbers. Do you remember the exact number, Mr. Langley?

Mr. LANGLEY. I should say about 600, that is of the clerical force. The CHAIRMAN. I understand there are 691.

Mr. LANGLEY. Yes, 691, including skilled laborers, unskilled laborers, watchmen, messengers, assistant messengers, charwomen, and all.

Mr. NORTH. The clerical force alone is about 600, in round numbers; that is, the clerical force proper, including the executive force above \$1,200 in salary—all except the Director. There are, however, several vacancies in the \$1,000 and \$900 grade, seven I think of the former, and nine of the latter. In anticipation of such a reduction in the clerical roll by reason of the appropriation for next year, we are filling no vacancies that occur in the clerical force of the office. We have filled no vacancies, practically, since the 1st of September last.

Mr. LITTAUER. Do you not anticipate that you will have more than 19 vacancies?

Mr. NORTH. I do, very likely. If we do, we will simply not fill the additional vacancies. The plan is to fill no more vacancies until the time comes when, for the purposes of the Thirteenth Census, it will be necessary to largely increase the force again.

Mr. LITTAUER. How do you reconcile that with the statement that there is plenty of work for everyone next year?

Mr. NORTH. The theory about this work is, Mr. Chairman, that to get the best results we ought not to be too long about doing a particular piece of work. We ought not to let it drag over three or four years and become stale and comparatively useless. What we want to do is to complete a piece of work as quickly as possible, and get it before the public when the figures have still some contemporaneous value—

Mr. LITTAUER. When they are current?

Mr. NORTH. Yes, sir. Of course the work that we now have to do can be spread out, if that is deemed good business; but it is not the policy which we have adopted in the Office.

#### LINES OF INVESTIGATION NOW BEING PURSUED.

Mr. LITTAUER. What is the main line of work now?

Mr. NORTH. Just at this moment we are bringing to completion the quinquennial census of manufactures authorized by the act creating the Census Office, and we have 350, I think, of the clerical force concentrated upon that work. We shall not be able to finish that work complete and entire until some time this coming fall, perhaps a little later than that. In the meantime we have, under the act passed by the last Congress, to take up the report on marriage and divorce, which will involve a large detail of our present force to the field.

#### INQUIRY AS TO MARRIAGE AND DIVORCE.

Mr. LITTAUER. What does that marriage and divorce law cover?

Mr. NORTH. It covers the statistics of divorce, for all causes, the applications for divorce not granted, with the details in regard to nativity, etc.; which are common in the census reports, and it is expected that it shall cover the twenty years which, with the present year, will have elapsed since the first report on this subject was made by the Department of Labor, which carried the statistics of divorce down to and through the year 1886.

Mr. LITTAUER. Then you are carrying from 1886 down to the present day the line of investigation as published in that report?

Mr. NORTH. Yes, sir. It will be a continuation of that report. That work we are not able to take up yet, because we have no clerks to put upon it. They are all employed in the current work of the office, and we do not regard it as good business policy to divide the force between too many investigations at the same time. Therefore we postponed that work and have not yet touched it. We do not contemplate doing anything, except preparation for it, until we get this Manufacturing Census out of the way. But that work alone, leaving out of account the regular work of the office, will practically keep our force employed during the whole of the coming year.

#### INQUIRY AS TO WATER TRANSPORTATION.

There is also another very important report directed by law—a report on transportation by water—which we should have been glad to have taken up much earlier, but we had not had the clerks to put upon it; we contemplate making that report during the coming fiscal year.

Mr. BURLESON. That is on internal commerce?

Mr. NORTH. Yes; the coastwise and lake and river transportation service.

Mr. BURLESON. Then if you have the quinquennial census of live stock—

Mr. NORTH. Then we would not have any trouble in keepin gthose clerks busy, and a good many more, Mr. Burleson.

These estimates, Mr. Chairman, as submitted by the Department, call for a total reduction in the appropriations for the Census Office of about \$225,000—a quarter of a million dollars.

#### UNEXPENDED BALANCES.

The unexpended balance of several of these appropriations, to which I want to call your attention and which I shall ask you to reappropriate, thereby greatly reducing the estimates as submitted to the Department for the next fiscal year, will make a total reduction in the appropriation for the Census Office for the next fiscal year of very nearly \$400,000, and it is a record which seems to me to establish the economical conduct of the office so satisfactorily that I hope you gentlemen will feel very kindly toward the Census because of it.

The fact became evident some months after the estimates were submitted that, by reason of the economies we had been able to introduce into the manufacturing census through the utilization of our permanent clerks instead of getting special agents unacquainted with the work, we had been enabled to do that work for fully \$100,000 less than its estimated cost and less than you gave us for that purpose a year ago; and we have got that money to our credit—will have it to our credit—at the end of this fiscal year. That being the case, rather than give us the \$400,000 for collecting the statistics which the estimates call for, it would be much better if you would give us \$300,000 and simply reappropriate for our use in the coming year the unexpended \$100,000 that we have got to our credit.

Mr. LITTAUER. How nearly are you able to estimate the exact amount you will have to your credit, whether \$100,000 or \$200,000?

Mr. NORTH. We can come within a few thousand dollars of it. It will be at least \$100,000. I do not think it will exceed \$125,000. Do you, Mr. Langley?

Mr. LANGLEY. No; I should say not; that is as near as you can come to it, considering the varying expenses of different months.

Mr. NORTH. In view of that situation, in lieu of the \$400,000 that the estimates ask for, I thought if you would permit me I would ask the committee to adopt a proviso which I suggest here:

The unexpended balance of the appropriations for collecting statistics for the fiscal year ending June 30, 1906, is hereby reappropriated and made available for the fiscal year ending June 30, 1907, for all expenses in connection with the collection of statistics which the Director of the Census is authorized by law to make.

Mr. LITTAUER. Your appropriations for the present fiscal year under this heading are \$500,000 plus \$125,000?

Mr. NORTH. They are \$625,000; yes, sir.

Mr. LITTAUER. Of those two sums you estimate you will have between \$100,000 and \$125,000 left over?

Mr. NORTH. Yes, sir; that is our estimate. We do not want to be charged on the books of the Government with having expended \$100,000 more than we have, and we do not want this committee to be charged with making an additional \$100,000 appropriation for census work that is not necessary. It counts against us both ways to the extent in gross of \$200,000, and it will look better for us and for the committee.

Mr. LITTAUER. What we want to know is, how you came to make this estimate for \$400,000 for the next year?

Mr. NORTH. It was made before we had any knowledge of what it would be necessary to have. The field work was not then completed.

Mr. LITTAUER. Is the field work now completed?

Mr. NORTH. It is already completed.

Mr. LITTAUER. How will you expend the \$300,000 and the \$100,000 left over?

Mr. NORTH. Two hundred and fifty thousand dollars of that sum is required to make the semimonthly cotton-ginning reports. The field work of the report on marriage and divorce will cost, according to our estimates, about \$75,000. This report on transportation by water, that I spoke of a few moments ago, will cost us about \$25,000 for field work. Then there are certain annual reports which the law requires us to make—the annual report on vital statistics, and the annual statistics of cities of 30,000 inhabitants and over. Those two reports together will cost us perhaps \$40,000, or somewhere around there; I do not know just how much that is going to total.

Mr. LITTAUER. You have given us items now that amount to \$390,000.

Mr. NORTH. That is about where it comes. That is, if you give \$300,000 and reappropriate the unexpended balance, it will be sufficient.

Mr. LITTAUER. Could you not get along with \$200,000 with the unexpended balance?

Mr. NORTH. No, sir; we could not and still do the work Congress has put upon us.

## SEMIMONTHLY COTTON REPORTS.

Mr. LITTAUER. How do you come to the conclusion that these semi-monthly ginning reports are going to cost \$250,000?

Mr. NORTH. We reach that conclusion from actual experience.

Mr. LITTAUER. How are these statistics gathered?

Mr. NORTH. They are gathered by a force of special agents in 704 cotton-growing countries.

Mr. LITTAUER. What is the pay of these special agents?

Mr. NORTH. It varies in accordance with the number of gins they have to visit. It will run from \$50 up to \$300, and in some cases up to \$350.

Mr. LANGLEY. Very few exceed \$300.

Mr. LITTAUER. Three hundred dollars per annum?

Mr. NORTH. Per annum; yes, sir.

Mr. LITTAUER. Does that cover all expenses in connection with these agents?

Mr. NORTH. Yes; it does.

Mr. LITTAUER. I mean the expense per agent, from \$50 to \$300. Is there any traveling expense connected with that?

Mr. NORTH. No, sir. We make them pay their own traveling expenses. We do not treat them very generously. We would require \$100,000 more if we paid their traveling expenses.

Mr. LIVINGSTON. They do not have any traveling expenses that amount to anything, unless you would furnish them with a horse and buggy.

Mr. NORTH. They are largely men who own a horse and buggy. They are on the same footing as the rural free delivery carriers.

Mr. LIVINGSTON. They do not go outside on railroads and ride on street cars, and things of that kind.

Mr. LITTAUER. There is no provision of law providing for their exact compensation? That is a matter you determine yourself?

Mr. NORTH. Under the law, yes; we fix it in each case, according to the amount of work which the agent has got to do.

Now, Mr. Chairman, can I submit that memorandum in regard to the unexpended balance?

Mr. LITTAUER. Certainly.

Mr. NORTH. Here it is:

Add at the conclusion of the item in the estimates, "For collecting statistics," the following:

"The unexpended balance of the appropriations for collecting statistics for the fiscal year ending June 30, 1906, is hereby reappropriated and made available during the fiscal year ending June 30, 1907, for all expenses in connection with the collection of statistics which the Director of the Census is authorized by law to make."

## DETAILS AND TRANSFERS OF CLERKS.

Mr. LITTAUER. Now, will you inform us how many details there are from your Office to other bureaus of the Department of Commerce and Labor?

Mr. NORTH. I think there are two, or three, possibly.

Mr. LITTAUER. During the first two quarters of this year were there more than that?

Mr. NORTH. I think all details stopped with the beginning of this fiscal year.

Mr. LITTAUER. It all stopped?

Mr. NORTH. It all stopped.

Mr. LITTAUER. So that there are no details at this time?

Mr. NORTH. Oh, no, there are two; they are very recent; details which were thought desirable by reason of the fact that the Solicitor's Office of the Department was away behind with its work.

Mr. LITTAUER. But they are detailed from your Bureau?

Mr. NORTH. They are.

Mr. LITTAUER. How many details have you to your Bureau from other bureaus?

Mr. NORTH. None, sir.

Mr. LITTAUER. Have you detailed any special agents covered by the appropriation for work in the field to the office here?

Mr. NORTH. We have thirteen special agents, what we call permanent special agents, whom I found in the Office when I became Director. They have finished their field work and are now at work in the Office.

Mr. LITTAUER. Under what authority do you continue them in the Office?

Mr. NORTH. Well, the Attorney-General has rendered an opinion to the effect that that is a legal and proper thing to do between the intervals of field work. But it is a condition which has distressed me, and some months ago I requested the Secretary of the Department of Commerce and Labor to call the attention of the President to this situation, to tell him that these thirteen special agents were just as much entitled to classification as the clerks who were classified when the Office was made permanent, because they were all then in the Office.

Mr. LITTAUER. The special agents are not, then, covered by civil service regulations?

Mr. NORTH. I was about to tell you that I asked the Secretary to tell the President that under the circumstances, and in justice to these men, they ought to be classified. Their salaries are paid out of this lump sum.

Mr. LITTAUER. Why have you not estimated for them with the suggestion that they be covered in?

Mr. NORTH. The President has already acted upon that suggestion, and issued an Executive order that puts them under the classified civil service, and makes them eligible for transfer to any Department of the Government.

Mr. LITTAUER. And yet you are not trying to increase your force by that number of clerks?

Mr. NORTH. No; I would prefer they should be transferred to some other Bureau. I have told our friend, Doctor Neill here, that if he wants thoroughly trained first-class field men in his work he had better get those thirteen men, or some of them, instead of going to the civil service for raw men. They are entitled to retention, I think.

Mr. LITTAUER. How long have they been here?

Mr. NORTH. They have been in the service since the organization of the Bureau, practically, but they have not been in Washington all that time. They have been in the field, wherever there was field work for them to do.

Mr. LITTAUER. Were they in field work this last fall?

Mr. NORTH. Yes; they were the last men in the manufacturing census on field work.

Mr. LITTAUER. You are going to renew it?

Mr. NORTH. The moment we renew field work we shall put these men on it again if we have them still on our rolls.

Mr. LITTAUER. Do any of the clerks carried on your regular roll do any field work?

Mr. NORTH. Yes; almost all the field work of this manufacturing census was done by clerks in our office. Some three hundred of them were in the field—as many as we could spare from the regular routine of the office. That is how we saved that \$100,000, Mr. Chairman—by using those clerks who were familiar with their duties and anxious to make a record, instead of picking up local special agents in cities like New York and Chicago, and so forth, and putting them in charge of the work.

Mr. BURLESON. And the work was done more efficiently and expeditiously?

Mr. NORTH. Yes; and more economically.

Mr. LITTAUER. It is the throwing of the force from one character of work to another that enables you to keep them busy?

Mr. NORTH. Yes; that is the philosophy of the office. We send the force into the field and then bring that force back to the office to tabulate. The plan works admirably and the results are far superior in the way of accuracy to any work ever done in the Census Office before.

#### TABULATING MACHINES.

Mr. LITTAUER. You spoke a moment ago of the work of tabulating. That brings up before us the development of the tabulating machine which you spoke of to us a year ago. Will you tell us what is going on with that appropriation?

Mr. NORTH. Well, sir, we are getting on splendidly under that appropriation. We have only spent for this purpose, out of the \$40,000 which you appropriated, about \$4,500 for that purpose, but we have got the tabulating machines. At least we think we have, and we think that by reason of—

Mr. LITTAUER. How much was the appropriation last year?

Mr. NORTH. Forty thousand dollars.

Mr. LITTAUER. That was for tabulating the census returns, including the work on that machine. Did you have it all available for the production of machines?

Mr. NORTH. We have paid out \$3,400 for machines and \$4,500 for this development work. We will have a balance of about \$31,000 from that, which I would respectfully ask the committee to reappropriate.

Mr. LITTAUER. How could you form an estimate and impress upon us an estimate for an appropriation of \$40,000 when the work could be done for \$10,000?

Mr. NORTH. Well, we supposed at that time that the machines of the company that has had the contract would be available for our use, but they were withdrawn from the office; the machines were withdrawn from the office on the 1st day of July.

Mr. LITTAUER. Why withdrawn?

Mr. NORTH. Because the Department of Commerce and Labor would not allow the company to dictate the terms under which they could remain in the office. That is a concise answer to your question.

Mr. LITTAUER. Make it a little more diffuse, please [laughter], so that we can comprehend this matter, because it has been brought to

our attention from other sources. Then in the present fiscal year you have not been using to any great extent the tabulating machine, such as you formerly used?

Mr. NORTH. No, sir; we have not.

Mr. LITTAUER. Your use of it formerly was because you believed there was a great saving?

Mr. NORTH. Yes.

Mr. LITTAUER. And that saving has been wiped out by not having such machines to work with?

Mr. NORTH. Yes, sir; except that we have kept off of certain classes of work which we would otherwise have done if we had had the machines.

Mr. LITTAUER. Please describe to us fully this machine business. You expressed yourself last year that you were paying an extraordinarily great sum for these simple machines that were particularly adapted to your work, and you asked for an appropriation, believing that employees of your own could develop some way of doing this work that would continue the saving without the extraordinarily great expense that the rental of the machines would entail.

Mr. NORTH. I could not make a better statement of it than you have just given yourself, sir.

Mr. LITTAUER. What development has there been since a year ago?

Mr. NORTH. The machines have been withdrawn from the office. We have employed three experts under the appropriation.

Mr. LITTAUER. Tell us why they were withdrawn, and the circumstances connected with their withdrawal.

Mr. NORTH. There is a provision in section 26 of the Twelfth Census law which says that before making a contract with any tabulating machine company the Director of the Census must give public notice of a competitive test for that purpose. The notice was duly and properly given at the beginning of the Thirteenth Census, and it is the opinion of the Department that when the Census Office passed under the permanent form, and all contracts became annual, it was a necessary and proper construction of that provision before making the new yearly contract to give this public notice and hold this competitive test; and accordingly notice was given for the first time this year, and I requested the Tabulating Machine Company—I notified them, informing and requesting them to enter their machinery, so that it would be available for use. They informed me in reply that they did not think the law required these annual advertisements and competitive tests, and I wrote back to them that, whether the law did or did not, it was the decision of the Department that it did, and that was equivalent to a regulation, and it would not do them any harm to write that one-line letter which was necessary for them to notify me that they entered their machinery, but they declined to do it.

Subsequently I was so anxious to continue the use of their machinery that I undertook to negotiate a contract with them, irrespective of the fact that they had not entered their machinery for this test, as required by section 26 of the statute, and I notified the Department that I proposed to do so. The Secretary referred the matter to the Solicitor, and he replied with an opinion that, in effect, they having failed to enter this competitive test, I was not at liberty to make any contract with them.

That is a brief statement of how we happened to be deprived of the use of this tabulating machinery.

Mr. LITTAUER. Was there any other competing tabulating machine in existence?

Mr. NORTH. There was; yes, sir. That machinery was entered, and the \$3,400 which I spoke of a few moments ago as having been paid out under that \$40,000 appropriation was paid to that other company, whose machinery we put into the office and used for about four months, and then we came to the conclusion that it was not suited to our needs. In the meanwhile we have had the use of a spare room over in the Bureau of Standards, and the advice of the very bright and ingenious gentleman who is at the head of that Bureau, and the services of two skilled mechanicians—

Mr. LITTAUER. Obtained from where?

Mr. NORTH. From the city of Washington.

Mr. LITTAUER. They were not in the service of the Bureau of Standards?

Mr. NORTH. No, sir; they are paid under this appropriation. We also secured from the Patent Office the services of one of their best men there for the purpose of keeping us off of any possible infringement of any later patent of the Tabulating Machine Company, and we hold him responsible that no step shall be taken, in the direction of the development of the new machinery, that shall in any way, shape, or manner intrude upon the patent rights of anybody else.

Mr. LITTAUER. It has been intimated here that the two mechanicians, spoken of a few moments ago, were obtained from the Tabulating Machine Company by offering them extra inducements in the way of high salaries to leave their old work and practically disclose the methods of the development of the old machines to yourself.

Mr. NORTH. The facts are these: The man we first employed left the Tabulating Machine Company, or was fired out of it, about three or four years ago, and when I got him he was engaged in carrying on a small machine shop out here in Tennallytown. The next fact is that three or four of the people who were employed by the Tabulating Machine Company intimated to me, through other parties, that they would like to come into this work for the Census Office, and I replied that under no circumstances would I ever hire a single man from that company away from their employ.

Some time in January I got notice that one of the men who had been in the employ of that company had left its employ, and I said, "Is that certain?" I found it was, and I said, "Very well; if he has left that employ, we can employ him, but otherwise under no circumstances will we take any of their men."

Mr. LITTAUER. Those are the only ones employed by you under this appropriation whom you believe to have ever been employed by that company?

Mr. NORTH. Yes; the third employee under this appropriation is the patent attorney of whom I spoke to you.

Mr. LITTAUER. What has been the result of your work?

Mr. NORTH. Well, sir, we think we have got a machine which is simpler, more expeditious, and more economical than any other machine that has ever been built. We think it promises to make a very radical reform in the whole method of taking the census.

Mr. LITTAUER. Have you a model of that machine made?

Mr. NORTH. We have, sir.

Mr. LITTAUER. Have you estimated at all what it will cost to manufacture?

Mr. NORTH. It will not cost much.

Mr. LITTAUER. About what? What is your estimate?

Mr. NORTH. Well, this machine is not all completed. The preliminary stages of it are completed. The stages that remain to be completed are comparatively simple. I do not think I can tell you with any degree of definiteness how much it will cost.

Mr. LITTAUER. What did you pay formerly—pay as rental per year for one of the other machines?

Mr. NORTH. Well, we have had all sorts of rentals. The Eleventh Census was tabulated on the hand machine and the rental paid for the first 56 machines was \$1,000 apiece per annum.

Mr. LITTAUER. That was very much reduced subsequently?

Mr. NORTH. They did reduce it, for 40 additional machines, to \$500 during the Eleventh Census. When the Twelfth Census came along 152 machines were required, and the uniform price for the whole number was \$1,000 each.

Mr. LITTAUER. Each per annum?

Mr. NORTH. Yes; each per annum.

Mr. LITTAUER. Do you suppose you can build those machines you have now almost completed, so far as the model goes, for \$100 apiece?

Mr. NORTH. Oh, no; but we can build it and own it for less than one year's rental of those machines.

Mr. BRICK. How long would a machine like that last, if properly used?

Mr. NORTH. I think it would last four or five censuses—40 or 50 years.

Mr. LITTAUER. The repairs could not be more than 12 or 15 per cent?

Mr. NORTH. No. If we keep the mechanicians in the office we can repair it ourselves. The Census Bureau has paid the Tabulating Machine Company for the last two censuses about \$725,000, all told, and the experts of the office estimate that, at the rentals which they proposed to charge for the automatic machinery, it would cost us somewhere in the neighborhood of about \$900,000 to do the tabulating work of the Thirteenth Census. We think we can do it for about 10 per cent of that cost on our own machines.

Mr. LITTAUER. Then you have developed a superior machine, you believe, to any now in existence?

Mr. NORTH. Yes, sir.

Mr. LITTAUER. Let me understand a little bit more about this cost business. The last census was tabulated on a machine that cost you \$1,000 per annum each?

Mr. NORTH. Yes.

Mr. LITTAUER. Has there not been, since the last census was undertaken, a reduction offered to you? I remember something about a 20 per cent reduction, or something like that.

Mr. NORTH. That is another story. That is the automatic machinery that we were talking about. I found that installed in the Office when I came there under one of those annual contracts, the charge being 65 cents per thousand cards tabulated—an entire change in the method of

computing pay; and I became convinced, after studying the situation very carefully, that it was a large increase over the cost which they had been charging for the hand machines—an increase hidden under the change of the form of charge. I wrote a long letter to the company calling their attention to some of these things, and asking for an explanation, and how they calculated this change from the annual rental to a piece price. I thought that, being Director of the Census, I was entitled to some information on that point, but that letter has never yet been answered. I wrote it a year ago, did I not?

Mr. LANGLEY. Yes.

Mr. LITTAUER. Then the position of this company has been decidedly antagonistic? They have owned patents, and they have not been willing to enter into competitive tests?

Mr. NORTH. They very seriously embarrassed the Office by withdrawing their machines at that time. But the Director of the Census had no control over the situation, nor had he much control over that tabulating situation when the machines were there. The Census Office did not own them. It did not keep them in repair. It did not have much of anything to say about it.

Mr. LITTAUER. Now, in your new work of developing this new machine, have you taken out any patents?

Mr. NORTH. No, sir; we do not propose to do it. We do not propose to take out any patent. We propose to let the world have the machine if they want it, if it is any good. The Government can use it in any of its Departments.

Mr. LIVINGSTON. How can you prevent anybody else from patenting it?

Mr. NORTH. Because we have photographed our model.

Mr. LIVINGSTON. Have you filed a caveat?

Mr. NORTH. Our patent attorney is supposed to look out for that.

Mr. LIVINGSTON. He may be on the other side.

Mr. NORTH. We think not.

Mr. LITTAUER. What stipulation have you with these people that you are employing?

Mr. NORTH. The stipulation is that anything and everything which they may invent while they are in the service of the Government shall belong to the Government and to the Government alone.

Mr. BURLESON. You think it is a practical machine, do you?

Mr. NORTH. Yes. I think it will enable us, with other changes that we contemplate, to do away with the most irksome and troublesome and most expensive part of the census work, and that is the intermediate punching of the cards.

I would like to say this, further: If these people who oppose this desire to be heard, and are heard, I shall ask for permission of the committee to submit, for the information of the committee, a complete statement of all the correspondence that has passed between this company and the Director of the Census. It would make a pretty long document, and I think, to people interested in such things, it will prove an interesting document, and I think it will show that the Director of the Census has been long-suffering and very patient under very trying circumstances. I believe, sir, that I have done my duty in the protection of the Government in the best way I knew how, and I feel confident that if any member of this committee had been in the position I was in he would have done just as I have done.

Mr. LIVINGSTON. From the law standpoint, Mr. Director, if you fail to take a patent—if you fail to fortify the Government in every way—why can not the other side, as soon as they catch on to what you are doing, file a bill and hang you up in the courts ten, or fifteen, or twenty, or even fifty years?

Mr. NORTH. I understand that a man, to get a patent—

Mr. LIVINGSTON. I am now supposing that you do not take out a patent, and that you begin to use this machine, and they file a bill for infringement. They can keep you in court five or twenty years, or as long as they please.

Mr. NORTH. I do not think they can. I do not think they can sue the Government, anyway, can they?

Mr. LIVINGSTON. They are not suing the Government.

Mr. BURLESON. It will be the Government that is using it. He will not enjoin the Government. He will be enjoining that man from using it.

Mr. LIVINGSTON. He has not protected himself and the Government as he ought to, in my opinion, and they can come in and file a bill against Mr. North using it, and then if Mr. Burleson should be using it they will file a bill against him for using it. You can not say this is a Government concern. No, sir. You have not a patent to it. You have not fortified yourself. What are you going to do?

Mr. NORTH. I can only say, Colonel, in reply to you, that not being a lawyer, not being a patent lawyer myself, I have left that whole question to the expert in the office who is attending to it.

Mr. LIVINGSTON. I do not know who he is.

Mr. NORTH. He was recommended to me by the Commissioner of Patents as being as good a man as he had in his entire office.

Mr. BURLESON. I understood you to say that through him you were taking steps to protect the rights of the Government?

Mr. NORTH. Yes; to protect the rights of the private parties who have patents along this line.

Mr. BURLESON. And also to protect the Government?

Mr. NORTH. Yes. Whatever he thinks is right and best of course we shall do.

Mr. BRICK. I do not understand you that you had ever talked with him about protecting the Government as to patenting the invention?

Mr. NORTH. Yes; I have talked with him about that.

Mr. BRICK. You have talked with him about that?

Mr. NORTH. Yes.

While we are right on that point, will the committee be kind enough to reappropriate that \$30,000 unexpended balance?

Mr. LITTAUER. We ought to appropriate with some definiteness. This idea of reappropriating an unexpended balance does not usually appeal to us. Will this \$30,000 be sufficient without any appropriation for next year?

Mr. NORTH. I think so; that is all I ask. We shall begin to build the machines next year if we get it.

Mr. LITTAUER. You think you can begin to build a certain number each year for the census which will be taken in the year 1910?

Mr. NORTH. Yes; that is the use we want to put it to.

Mr. LITTAUER. As to building machines, I know perfectly well you can make parts for 10 machines more cheaply than for 20.

Mr. NORTH. I do not know whether we will need more than 20 for the whole census, and the number of parts of such a machine as that would be too few to go outside to build them, particularly as we hope in building from machine to machine to continually perfect the machine. Yes; I am quite confident about that. The Bureau of Standards is the finest machine shop in the world.

Mr. LIVINGSTON. Are you going to build them over there?

Mr. NORTH. We are going to build them there, according to the present plan.

Mr. LIVINGSTON. Then you will have to have a shop. You can not do it in any other way.

Mr. LITTAUER. I understand you use only a vacant room there in the Bureau of Standards.

Mr. NORTH. Yes.

Mr. LITTAUER. You are not attempting to use the Bureau of Standards unduly for this purpose?

Mr. NORTH. No, sir.

Mr. LITTAUER. The \$30,000, if appropriated, would be sufficient for what purpose? You know of no machine you could run during the coming fiscal year?

Mr. NORTH. No, sir.

Mr. LITTAUER. Consequently the moneys you spend will have to be expended entirely on building these machines?

Mr. NORTH. That is what we expect.

Mr. LITTAUER. You ought not to need \$30,000?

Mr. NORTH. We do need it. We have talked it over very carefully in the Office, and have come to the conclusion that we can get along with \$30,000. If we can turn a little of that back next year, we will be very glad to do it. We are not extravagant about it. We have been amazed ourselves that we have been able to get so far with so small an expenditure of money.

#### RENTAL OF QUARTERS.

Mr. LITTAUER. Mr. North, the appropriation for rental is, according to your estimate, no longer carried here?

Mr. NORTH. I notice it is left out here.

Mr. LITTAUER. It is left out here, and it is proposed to carry it under the general rentals in the expenses of the Department.

#### STATIONERY.

Your stationery and general expense, however, is appropriated for under your own Bureau. You reduced the estimate for stationery \$2,000?

Mr. NORTH. Yes, sir.

Mr. LITTAUER. Does your work require such a large appropriation for stationery?

Mr. NORTH. We have cut this estimate, Mr. Chairman, we think, right straight down to the bone.

#### CONTINGENT EXPENSES.

Mr. LITTAUER. Then, as to your general and contingent expenses, you have asked for an increase, and it includes repairs to the Census building. How much will you repair that building?

Mr. NORTH. Only enough to keep the water out.

Mr. LITTAUER. Under the lease must you make the repairs?

Mr. NORTH. Yes, sir. The rent of the building is \$20,000, and then we have a storehouse out in Georgetown which costs the remainder.

Mr. TAWNEY. What was the cost of that building?

Mr. NORTH. I do not recall the figures. Our rent at the end of five years dropped from \$25,000 to \$20,000 under the original contract.

Mr. TAWNEY. That does not indicate whether it is an excessive rental or not?

Mr. NORTH. No; but that matter has been all carefully looked into. My impression is that the rental they are getting comes to about 4 per cent on the investment. The figures of the investment are all known, and can be presented to the committee if desired.

#### STOREHOUSE FOR FURNITURE.

Mr. LITTAUER. What do you need a storehouse for?

Mr. NORTH. There is such a tremendous amount of furniture for the use of the clerks during the period of expansion that we did not want to throw it away. We had one of those great big wings filled with it and piled up, and when I became Director I asked the chief of the fire department to come down and look the situation over, and he said there was almost certain to be a fire there, and I would be criminally responsible if I did not remove that stuff, and so I hauled it out. That is how that happened.

Mr. TAWNEY. Do you carry your own insurance?

Mr. NORTH. Yes; we carry our own insurance.

Mr. LITTAUER. It costs you about \$2,000 a year to take care of it?

Mr. NORTH. Yes.

Mr. LITTAUER. Suppose it were burned up; what would it cost?

Mr. NORTH. We went into that and we ascertained it would be economy to pay the rental instead of destroying the furniture.

Mr. LITTAUER. Furniture may come down.

Mr. NORTH. Yes, and it may go up.

Mr. LITTAUER. Two thousand dollars a year rent for a lot of old chairs and tables and things of that kind?

Mr. BURLESON. You could buy a lot of chairs for that sum.

Mr. LITTAUER. Suppose it stayed just in the place where this furniture stayed when occupied; would it have been in the way?

Mr. NORTH. Oh, yes.

Mr. LITTAUER. You have fewer people employed now?

Mr. NORTH. Yes; but we have got two big rooms there for the Civil Service Commission. We have also the Bureau of Manufactures down there.

Mr. LITTAUER. That is new information.

Mr. NORTH. We are trying to be neighborly. We accommodate everybody that comes along, where we can.

Mr. LIVINGSTON. Do you get enough rent out of those fellows to pay that storehouse rent?

Mr. LITTAUER. Under what authority did you give part of your room to the Civil Service Commission?

Mr. NORTH. Under the authority of the Secretary of the Department.

Mr. LIVINGSTON. Where did he get it? [Laughter.]

Mr. NORTH. I did not ask him that, Colonel.

Mr. LITTAUER. What do they use it for, please?

Mr. NORTH. They hold their examinations there, sir.

Mr. LITTAUER. Their local examinations?

Mr. NORTH. Yes, sir.

Mr. LITTAUER. Where were they formerly held?

Mr. NORTH. I do not know. I think they rented rooms, Mr. Chairman, somewhere.

#### GENERAL EXPENSES.

Mr. LITTAUER. Well, now, what reason is there for the change in verbiage under your general expense item? What trouble have you had?

Mr. NORTH. I do not know that I have had any trouble. It is a more explicit statement, and I think that is in the direction of good legislation, is it not?

Mr. LITTAUER. Have you a telephone service now?

Mr. NORTH. We have; yes, sir.

Mr. LITTAUER. Are you doing photographic work and buying supplies?

Mr. NORTH. Oh, yes, sir; all the time. We are already getting ready for the Thirteenth Census.

Mr. LITTAUER. Do you make maps and blueprints?

Mr. NORTH. We do. We hope to have, before the Thirteenth Census comes along, the facilities for determining the areas of every county in the United States—something that has never yet been done.

Mr. BURLESON. What do you mean by that?

Mr. NORTH. I mean that there is no standard for the area of three-quarters of the counties of the United States. That is a curious fact.

Mr. LIVINGSTON. Is there any for the States themselves?

Mr. NORTH. There are standards for the States, and the only way that the standards for the areas have been determined has been by crowding into the State areas the necessary number of counties. It has been very erroneous, and there have often been three Government standards. There has been the Census standard, the standard of the Land Office, and the standard of the Geological Survey, and they have not agreed in many cases. Finally, these three Bureaus of the Government have got together and agreed that they will all unite to determine the truest real standard and all accept it hereafter.

Mr. BURLESON. That will be done before the beginning of the Thirteenth Census.

Mr. NORTH. Yes, sir; that is going on now. That is one of the incidental results of establishing a permanent census, which alone is worth all its cost. But that is only one of dozens of things of that kind which are going on.

#### HORSES AND WAGONS.

Mr. LITTAUER. Now, as to horses and the maintenance thereof, wagons, etc.

Mr. NORTH. Yes; we have a clean bill of health on that subject, as well as on every other. [Laughter.]

Mr. LITTAUER. Have you many horses employed in your Bureau. Are they used for transportation purposes—for cartage?

Mr. NORTH. Two, for cartage exclusively. The Director does not ride in a census wagon.

Mr. LIVINGSTON. How about the appointment clerk over here? [Laughter.]

Mr. Langley. I walk.

Mr. LITTAUER. Is there any further statement you wish to make, Mr. Director?

#### INCREASE IN NUMBER OF CLERKS OF CLASS 2.

Mr. NORTH. Mr. Chairman, I do want to call your attention to the provision of the estimate for increasing the number of clerks of class 2 from 16 to 25. I have asked you to do that because it is an absolute necessity if there is going to be anything like justice and recognition of service and qualifications in the Census Office between now and the Thirteenth Census. Practically the entire clerical force of the Office came into that Office at the same time. Some of them are developing into splendid statisticians and are doing splendid work, and we have no positions to which we can promote them.

Mr. TAWNEY. What salaries are they getting now?

Mr. NORTH. They are getting \$1,200. They are supervising—eleven or twelve of these twelve-hundred-dollar clerks are supervising sections of clerks who are drawing the same salaries that they do. Ordinarily I would not recommend to the committee to do a thing of that kind, considering the present frame of mind of the committee.—[Laughter.]

Mr. LITTAUER. No; your work is not now increasing, and you have some vacancies in the higher grades of clerks, though their numbers be small?

Mr. NORTH. No; we have fewer clerks of classes 2, 3, and 4 than any other bureau of the Government in proportion to the number of clerks, and there are bureaus of the Government not any larger in number than a single division of the Census Office which have more clerks in them of those three grades than there are in our whole Office.

Mr. TAWNEY. How does the work compare—the amount of work?

Mr. NORTH. I believe it is a harder and more trying class of work, the Census Office work, than is done in any other bureau of the Government. I believe it tests the quality and the fiber of the clerk more thoroughly than any other Government work.

Now, this might have been a rather dubious proposition to bring in here if it meant an increase in the appropriation for salaries of the Office; but even if you do give me those nine additional clerks of class 2 the Census clerical roll will be \$15,000 less than it is under the present law, and you will do an act of justice which will tend very greatly to improve the morale of the Office, because these clerks know that they are not now being justly treated by the Government.

Mr. TAWNEY. In order to retain and keep the force of clerks you now have busy until it comes to the time for the next census, will it be necessary for you to ask Congress for authority to do work not contemplated at the present time under the law making your Bureau a permanent Bureau?

Mr. NORTH. I went into that a little with the committee before you arrived, Mr. Tawney.

Mr. TAWNEY. All right, then.

Mr. LITTAUER. The work is gradually coming to the Bureau. Every Congress is sending more and more work?

Mr. NORTH. Yes. We have enough work to keep every clerk we have got busy through the next fiscal year.

Mr. BURLESON. He has just announced that through those tabulating machines which he is inventing he will save the Government \$810,000, practically.

Mr. BRICK. How much will that new bill which was passed the other day add to the expenses?

Mr. NORTH. Not a dollar, sir.

Mr. BRICK. Directly or indirectly?

Mr. NORTH. Not so far as I can see.

Mr. LIVINGSTON. What bill is that?

Mr. BRICK. The Crumpacker bill, passed the other day. If that bill had not passed you could discharge some of the employees?

Mr. NORTH. We are allowing the natural depletion of the office to attend to that. My experience since I have been in the Bureau is that the office personnel diminishes about 40 a year from deaths, resignations, and transfers.

Mr. BRICK. I notice he made one of his reasons in the report that in order to have these men on hand for the Thirteenth Census it was necessary to give them some more work.

Mr. NORTH. I admitted that a little while ago, but not for the next fiscal year.

Mr. BRICK. But after the fiscal year?

Mr. NORTH. Yes. This bill was introduced at this season in order that the office may look ahead and make its studies and preparations for the work, if the bill passes a year or so in advance of the time the work actually begins, so that we will know how to begin it right. Is that plain?

Mr. BRICK. Yes; I understand the argument.

Mr. NORTH. I am very much obliged to you, gentlemen.

#### RENT OF QUARTERS.

Mr. LIVINGSTON. One word more about that rental business. If we should put all the bureaus and divisions of the Department of Commerce and Labor into one building—have you the contract for that building for more than a year?

Mr. NORTH. Under the law we have to make the contract annually, and it must be made by the Director of the Census.

Mr. LIVINGSTON. I think the chairman ought to hear you on that legal question. He contends [addressing chairman] that under the act establishing the Census Bureau the renting of the building is left entirely in his own hands.

Mr. NORTH. The Secretary has expressed a desire to have these rentals all grouped under the departmental appropriation.

Mr. LITTAUER. The Secretary has sent to Congress the estimates for his bureaus in the Department grouped together.

Mr. NORTH. Yes. The only question about it is whether or not, under the law saying that the Director of the Census shall rent suit-

able quarters, it is subject to a point of order if it is taken from the Census part of this appropriation and put elsewhere.

Mr. LIVINGSTON. The same thing appertains to the incidental expenses and the contingent fund.

Mr. LITTAUER. He has his own contingent fund.

Mr. NORTH. The law gives the Director of the Census the authority to make the expenditures to carry out the act.

Mr. LITTAUER. Since you have known that this rental was gathered into the general rentals of the Department, have you called it to the Secretary's attention?

Mr. NORTH. No, sir. I thought it was very properly a question for the committee to decide.

FEBRUARY 26, 1906.

Hon. L. N. LITTAUER,

*Chairman Subcommittee Legislative Bill,  
House of Representatives.*

DEAR SIR: In answering the questions asked me on Saturday by members of the subcommittee regarding the experimental work of the Census Office in developing tabulating machinery, some facts were not brought out, a knowledge of which is necessary to a correct understanding of the attitude of the Department and the Director. I thank you for the privilege of stating them in the form of this supplemental letter.

The most important is the fact that the basic patents of the Hollerith Tabulating Machine Company, covering and controlling the whole system of mechanical tabulation by the punched-card system, expired on January 8 last. The Census Office or anybody else is now at liberty to build and use the machines upon which both the Eleventh and Twelfth census were tabulated without the payment of rent or royalty to anybody. Being thus free to employ these mechanisms, I am convinced that no Director of the Census will ever again be justified in paying exorbitant rentals or royalties for the use of tabulating machinery.

The time has at length come, when, under our patent laws, the Government can devise and own its own tabulating apparatus, operate it in its own way, at its own expense, without dictation from any private party or corporation.

These original hand-tabulating machines, upon which the patents have expired, are crude and clumsy mechanisms, capable of indefinite development. The expiration of Mr. Hollerith's basic patents has opened the whole field of mechanical tabulation for public exploitation. Once a process ceases to be a monopoly, there are scores of ways for doing the same thing mechanically, which are fundamentally different, and which any inventor may patent or employ. That is why there are hundreds of patents, covering different mechanical methods of doing the same thing, in all lines of industry.

Under these circumstances, and without infringing at any point any of Mr. Hollerith's later patents, the Census Office proposes, under the authority granted by Congress a year ago, to construct an apparatus simpler, cheaper, and more expeditious than any yet devised, which the Government can build and operate for about 10 per cent of

the sum it must otherwise pay in royalties, if it attempts to use automatic machinery at the Thirteenth Census.

For that census we are planning a radical departure from the old-fashioned ways of census taking, which will make possible an additional saving of probably a million dollars, and will do away altogether with the hand punching of cards, the most exacting and expensive intermediate step in the decennial tabulation. These plans involve the invention of entirely novel intermediate machinery and the radical reconstruction of the existing mechanisms to the extent of completely new inventions. They are all our own plans, and the new system, when perfected, will belong to the Government for all time to come. We are abundantly able to develop these plans without outside assistance. Instead of donating them to private parties, we claim the right and the duty to develop them ourselves under conditions that will emancipate the Census Office from outside dictation.

The Hollerith Tabulating Machine Company has been asked to name a price at which it will sell to the Government the right to use all its mechanisms covered by live patents, with the privilege of further developing them along our own lines and in keeping with our special requirements. The director has indicated his entire willingness to submit to Congress any proposition the company would make to sell its rights and thus avoid any possibility of conflict with its patents. No answer to this suggestion has ever been received. Prior to that time, however, and as a part of the contract which was pending but never executed, the company did make the following proposition, to wit:

The party of the second part agrees to sell to the Government of the United States at any time during the existence of this contract an exclusive right to use in the Government departments or bureaus only, for the tabulation of Government statistics and the verification and sorting of the cards pertaining thereto, and for no other purpose, all the inventions owned or controlled by the party of the second part for a cash payment, the amount of which shall be determined by three arbitrators, one of whom shall be selected by each of the parties hereto, and the other of whom shall be selected by the two so chosen. The provisions of this paragraph are conditional upon the recommendation by the party of the first part, and its due enactment as a law of a statute providing for such arbitration, for the appropriation of the necessary funds to pay the award and for its payment and also providing that neither the Government nor the party of the second part shall appeal from the award of the said arbitrators.

To this proposition the Director made the following reply:

It is my belief that Congress will never sanction a proposition by which the Government would bind itself in advance to pay any price that might be agreed upon by arbitrators, regardless of whether that price is unreasonable or unjust. I can find no precedent for such a procedure, and I think it would be regarded as especially open to objection at the present time, in view of the fact that your basic and process patents are about to expire, thus leaving the Government free to use, without royalty, the machines upon which both the Eleventh and Twelfth Censuses were tabulated.

I am still of the opinion that the offer of the Tabulating Machine Company was of such an extraordinary character that no officer of the Government could with propriety commit himself to it. I cite these facts as indicating that the Census Office has always been willing to deal with this corporation fairly.

The objection raised to these plans, as I understand it, rests upon the ground that the Government ought not to enter into competition with private parties in any field of work where it has granted patents.

The inventor has in this case received from the Government the fullest protection under patents already expired, for the period to

which the law limits that protection. The decisions of the courts all point to the conclusion that broad claims, introduced into later patents, in the hope of extending the original monopoly, can not be permitted to defeat a fundamental purpose of the patent law, namely, to limit all process monopoly to seventeen years.

The Government has already paid to this company, at two censuses, nearly three-quarters of a million dollars, a sum seven times greater than its capital stock. Meanwhile, the company has received and is receiving great sums from commercial corporations for the use of its mechanisms. It is rare that any inventor is so richly rewarded for his labor and ingenuity. In so far as the argument appeals for sympathy, it has no foundation.

If the argument has any force, the Government is bound to employ the mechanisms of this company in perpetuity, from census to census, for all time to come—unless, perchance, other private parties, tempted by these enormous profits, shall enter the field as private competitors with the existing monopoly. The right of other private parties to enter it can not of course be disputed, so long as they do as the Government is doing, and avoid infringement.

The argument therefore is that the Government can not properly do in this matter what any private individual is at liberty to do, notwithstanding the fact that it has the largest interest at stake, and is concerned only to perfect its own work and reduce the cost of that work to the minimum.

Everything we have undertaken is done with the amplest authority of law, and has been undertaken with the fullest approval of Congress and of the Secretary of the Department. It has been done at a cost comparatively insignificant, and its successful outcome is already insured. To stop the work at this stage would be to veto one of the most promising plans to cheapen and improve a great government work that has ever been presented.

Very respectfully,

S. N. D. NORTH,  
*Director.*

---

MONDAY, February 26, 1906.

TABULATION OF CENSUS RETURNS.

**STATEMENT OF MR. A. B. BROWNE.**

Mr. LITTAUER. You wanted to be heard in connection with the appropriation made for the Census Bureau for tabulating census returns, including cost of cards, rental, purchase, and construction of necessary apparatus, and experimental work in developing tabulating machinery?

Mr. BROWNE. Yes, sir.

Mr. LITTAUER. We will be pleased to have you make such a statement.

Mr. BROWNE. Mr. Chairman and gentlemen of the committee, I will be brief. I appear for Mr. Herman Hollerith, who after many years of labor invented the tabulating machine which compiled the

population returns of the census of 1890 and of 1900. In a report of the Director of the Census in respect of the last census, he said this:

It has been definitely demonstrated that the application of mechanical appliance in large statistical undertakings enables the work to be completed in at least one-tenth of the time required to do it by hand and at about one-third the cost, with a marked increase in accuracy.

He was speaking then of the Hollerith tabulating machine, because that was the only machine in use in respect to tabulating such returns. The original machine which Mr. Hollerith invented was what was called the hand machine, and the patent on that machine originally invented expired in January last. In the meantime Mr. Hollerith, by constant application to the matter, invented a mechanical machine which with even greater accuracy compiled the statistical returns, and those machines were in use in the Census Office. He supposed that a contract would be made with him for the present year, and the form of a contract was submitted to him. Differences arose between him and Mr. North as to matters of compensation, and he proposed to the Director that the Government should either buy the hand machine or take over the use of them and ascertain their value by arbitration or in any other way, but it resulted in the fiscal year closing with Mr. Hollerith's hand machine taken from the Census Office and the appropriation by Congress last year of \$40,000 to construct experimental work at the Bureau of Standards.

Now, Mr. Hollerith's position is simply this: It is impossible to experiment on improvements of that kind and on that subject and develop something which is useful in tabulating population returns, which is also not mechanical and commercial improvement and betterment in respect of all other manner of returns. Mr. Hollerith is now engaged in supplying his machines of improved pattern and mechanical device to outside customers, large corporations, and the effect of competition upon him through the Government from the appropriation of money to be used at the Bureau of Standards for this purpose is simply to put the Government with all its power and resources in competition with this sole inventor in respect of this matter of tabulating machines.

When the appropriation became available the Bureau of Standards was supplied, or at any rate the fact is that one of the examiners in the Patent Office was detailed for work there. Then they employed the former foreman in Mr. Hollerith's shop, and he is at work there, and then at a very recent date a man who was his confidential employee and with whom he constantly advised in respect of his ideas and their elaboration concerning the improvements which he has constantly been working upon in connection with his tabulating machines, resigned from his employ, and was almost immediately employed in the Bureau of Standards upon this work.

Mr. LITTAUER. Do you know about how long those two men were out of Mr. Hollerith's employ before they secured this employment?

Mr. BROWNE. Mr. Spicer, the foreman, first engaged in business for himself, and was out a little while.

Mr. LITTAUER. Was it months or years?

Mr. BROWNE. I do not think it was years. I have just been called from another case, and I have not had an opportunity to review the evidence, but the man whom they employed last January had simply

just left Mr. Hollerith. He just passed from Mr. Hollerith's employ into the employment of the Government.

Mr. TAWNEY. Were those two men appointed under the civil-service rules?

Mr. BROWNE. I guess not. The point is this: They are ordinary mechanics—I mean no reflection upon them; but they had no knowledge in respect to tabulating machines except such as they secured under the tutelage of Mr. Hollerith. They were in his shop engaged in work of that kind.

Mr. LITTAUER. The party who appeared before us stated that one man had been separated from Mr. Hollerith's employment at least two years, and I think three or four years?

Mr. BROWNE. I do not think it is longer than two years. I have the letter which gave me the facts. I understand from Mr. Hollerith that one man had left him and was practically contemporaneously employed by the Government. There was a hiatus of time, but it was at least exceedingly short.

The case from the standpoint of Mr. Hollerith, it seems to me, ought to be put upon broader grounds. Here is Mr. Hollerith with patents which have been granted him and which the courts all declare in positive terms are property. Here is the Government, using the machinery and facilities of the Bureau of Standards, undertaking to develop a system of its own in competition with the patents already issued to Mr. Hollerith and which are constantly being improved. If he has applications for improvements now pending in the Patent Office, and if the Government does that, one phase of the case as it struck me and caused me to come here, because Mr. Hollerith is a country neighbor of mine, was this: That when they develop, if they do develop, improvements in that line, even if they are not infringements, as they can not be of the original patents, which have not expired, they are necessarily in competition with Mr. Hollerith's devices, which are to-day used in railroad offices, in great counting rooms, and in large commercial business, and therefore anything which the Government develops would either come into use by the Government and interfere with Mr. Hollerith in his labor and his business, or else they would be credited to the ownership of some one who has been in the employ of the Government who has undertaken to create something of the same sort.

If you do it in one department, it may be done elsewhere. A department could set itself up in competition with the inventive genius of the country to see whether or not an invention which was utilized in this, that, or the other department, or in this, that, or the other industry in which the Government is interested, could not be fore stalled by some invention of its own or under its direction, and with the greatest competitor in the world, the United States Government, undertake, if successful, to destroy the inventor's property. I am putting it all upon the basis that a patent when granted is property. I shall not cite the decisions of the courts, because the committee understands them, but the result with Mr. Hollerith would be the result with anybody else circumstanced in the same way. The Government in some other department might feel that they could improve upon some invention which was of use, and might proceed to do it, using its means to do it, and taking the knowledge of former

employees, which is a mere incident in the main proposition, and be enabled to develop a system or machine which would destroy Mr. Hollerith's machine not only as a matter of use in the Census Office, but outside in commercial business. That did not seem to me to be quite the right and fair thing to do.

Mr. Hollerith in his letter states:

The figures relating to population in the Twelfth Census were compiled in two years, and, due to recent improvements in my system, I am prepared to take a contract to compile the figures relating to population in the next census in one year.

He also states that mistakes will be practically impossible.

That is the case from the standpoint of Mr. Hollerith, imperfectly stated.

Mr. BURLESON. Did he not voluntarily withdraw his machines and refuse to comply with the requirement of law that the tabulating machines must be submitted in competition?

Mr. BROWNE. Before I had any acquaintance with the subject-matter at all, Mr. Hollerith, who is a country neighbor of mine, rode in on the car with me and we talked about this matter, and I found this to be about the situation: The Director had submitted to the Secretary, I think, the question of renewing the contract with Mr. Hollerith, and the Secretary had proposed or directed the competition. Under the original act none but Mr. Hollerith's machines were adopted, and he was asked to enter his machines in that competition, and Mr. Hollerith's answer was that there was no need to enter his machines because their work had already demonstrated what they could do, and they were already in the Department. That is the sum and substance of it as explained to me.

. Afterwards the Pidgon system, I think it is called, which had been in original competition with Mr. Hollerith's machines at the time of the adoption of Mr. Hollerith's system, was again employed in the office, and I am informed—I do not know that officially—that the system was after a little while abandoned, and I do not think that system is being utilized in the Department at all.

Now, I understand the entire effort is to see if they can not under this appropriation, at the Bureau of Standards, develop some system whereby the Government may do its own tabulating, whether it comes into collision with Mr. Hollerith's existing patents or not.

Mr. LIVINGSTON. You do not object to that on the part of the Government as illegal?

Mr. BROWNE. As a matter of propriety. Here is one man who resigned from the public service and went out and devoted years of his own time and labor to inventions along this line, and succeeds. The Government used his inventions in 1890 and again in 1900, and the work was expeditiously and wonderfully done. Now, it is proposed to see if some device of its own can not be invented whereby this method of Mr. Hollerith's can be improved upon.

Mr. TAWNEY. In the event that they should succeed in inventing this machine, would there be a patent issued, and if so, in whose name?

Mr. BROWNE. It would have to be issued in the name of the individual, because I can not imagine that the Government could take out a patent. It may be issued in the name of an individual who would assign his rights to the United States, but it becomes then, I think, public property. If it were an invention which could be used in all other statistical work, in railroad offices, in United States Steel Corpora-

tion offices, where I believe Mr. Hollerith's machine is used, if it went upon the market Mr. Hollerith's invention would be totally destroyed by the machine authorized by the Government.

Mr. BURLESON. It would not unless it was a superior machine to Mr. Hollerith's?

Mr. BROWNE. No; but it would stand in competition.

Mr. BURLESON. Do you conceive, Mr. Browne, that it would be right if Mr. Hollerith owned a machine of this kind and should charge an extortionate price and withdrew it from the Government and refused the Government the use of it unless the Government paid the extortionate price, that it would be wrong for the Government to protect itself?

Mr. BROWNE. No, sir; but as I understand it, Mr. Hollerith asked no extortionate price and was willing to arbitrate it or arrange it in any way the Director wanted. That is the history of the case before I had anything whatever to do with it.

Mr. LIVINGSTON. Has he a patent for his machine?

Mr. BROWNE. Yes, sir.

Mr. LIVINGSTON. How long have the patents run?

Mr. BROWNE. I suppose the patents have run a few years, the major part is still to run.

Mr. LIVINGSTON. If there is no infringement by the Government by this machine at the Bureau of Standards upon Mr. Hollerith's patents, any of them, in any way, still he objects upon the ground of propriety?

Mr. BROWNE. Yes, sir. He is willing to meet the competition that there may be, and he can not decline to do so, but if the United States starts in with this they may properly take up some other line.

Mr. LIVINGSTON. Suppose this machine at the Bureau of Standards is not patented at all, will that interfere with him?

Mr. BROWNE. It will remain in use under the patent law and it would become the property of everybody.

Mr. LIVINGSTON. Then, he would have the same competition?

Mr. BROWNE. Yes, sir. Mr. Hollerith has been at the business for fifteen years or more. He is of German descent and is one of those men who, if he states a fact, and then goes off and thinks perhaps he has made it too strong, will come back and tell you so. I never knew a man who was so particular to make his statements absolutely fair.

Mr. LITTAUER. How much money has he received from the Government for the use of the machines?

Mr. BROWNE. Something like \$200,000, maybe.

Mr. LITTAUER. We were told \$725,000.

Mr. BROWNE. I do not think it is any such amount. I can get the correct figures. The details are these: The cards have to be cut with absolute accuracy, otherwise they do not work. He had the cutting of the cards and he told me that he did not make any money. The money was made from the rental of the machines.

Mr. Hollerith has a great deal of capacity in this particular line of work. He has not such a large capacity in matters of practical business. I am satisfied that I or any of you gentlemen around this table could sit down and in a very short while make an agreeable contract with the Director of the Census.

MONDAY, February 26, 1906.

BUREAU OF STANDARDS.

STATEMENT OF MR. S. W. STRATTON, DIRECTOR.

FORCES.

Mr. LITTAUER. Your force, as I understand it, is divided into three categories—scientific force, clerical force, and working force?

Mr. STRATTON. Yes, sir; that is, we speak of the working force as the engineer force, the people who take charge of the machine plant and care for the grounds.

INCREASES OF SALARIES.

Mr. LITTAUER. In your scientific force you ask for a number of increases of salary?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. Will you kindly explain the necessity of the increases?

Mr. STRATTON. There are four or five of them. We have in charge of the work generally our two best men, the physicist and the chemist. They are men to whom we refer important questions; they also serve to a certain extent as a consulting board to other departments of the Government. They also handle directly important sections of the Bureau's work. The physicist is a man who could fill the chair of physics at any of our large universities, and the same is true of the chemist. The physicist has a salary of \$4,000, and the chemist a salary of \$3,500. I think it is exceedingly important that the salary of the chemist should be raised to \$4,000.

It may seem like a large salary, but take, for example, our sugar work; that man's opinion is placed in competition with the opinion of the expert of the sugar refiners, a man they probably pay \$10,000 a year. He is one of four or five of the leading chemists of this country. Soon after he came to the Bureau two years ago he was offered \$4,750 to go to the College of the City of New York. To-day the University of Illinois is trying to get him. They have made him an offer. He has not said whether he is going or not, and I do not care to know until this matter is settled; but if he goes we must go out in the market and bid against the leading educational institutions and the leading manufacturing plants for a chemist who ranks first-class in this country. I would not recommend a man for the place who is not recognized as a leader among chemists.

Mr. BURLESON. How much is paid Doctor Wiley, the chemist of the Agricultural Department?

Mr. STRATTON. I am not sure what his salary is.

Mr. BURLESON. I think Doctor Wiley is paid \$3,500.

Mr. STRATTON. Doctor Wiley's position is of the same class.

Mr. BRICK. What are the duties performed by the Bureau of Standards?

Mr. STRATTON. The work is in connection with weights and measures of all kinds. That is, the testing of measures and measuring

instruments for the public and for the Departments of the Government. In addition to that, the Bureau is consulted by the Government Departments and by private individuals. For example, the Standard Twist Drill Company, of Cleveland, one of the largest in this country, sent their superintendent here a few days ago. He was with us a day learning to measure temperature.

The American Locomotive Works did the same thing, also the Carnegie steel plant. We try to educate the manufacturing public up to the use of good standards and of correct measuring instruments. Here [exhibiting paper] is a list of the testing done the first six weeks of this year, during the month of January and the first two weeks of February.

Mr. LITTAUER. You aid in establishing the standards and provide methods by which the standards can be lived up to in commercial life?

Mr. STRATTON. Yes, sir.

#### WORK OF BUREAU.

Mr. LITTAUER. The work of your chemist covers a wide range?

Mr. STRATTON. Yes, sir. There is hardly a problem taken up in the Bureau that does not involve a chemical problem in connection with it. The work of the Bureau is along different lines. Doctor Wiley has referred to him many questions pertaining to the purity of food and agricultural chemistry, but the questions referred to the Bureau of Standards are of a different character. The other day the Navy Department submitted a sample of insulated wire to determine whether it was pure rubber or not. The chemist had in the first place to settle upon what test should be used and then direct the analysis of the insulation, which in that case is a very important part. At present we are constructing some standard cells for the fundamental standards of all electrical measurements in this country. Their success depends upon the purity of the material used, and involves the greatest amount of care and precise chemical work. This is true of many problems that arise in the construction of standards. There is no place in the country which demands the services of a better chemist than the Bureau of Standards. Educational institutions pay from \$4,500 to \$7,000 for the same men.

Mr. BURLESON. Please give me the list of educational institutions that pay as high as \$7,000 for a professor of chemistry or for a chief of the department of chemistry?

Mr. STRATTON. At Harvard University full professors are paid from \$4,000 to \$5,500. It may interest you to know that I tried to get one of the professors of chemistry from Harvard University for the chemist of the Bureau--Professor Richards. He was one of four men the chemists of the country recommended for this place. President Eliot immediately raised his salary to \$4,000.

Mr. BURLESON. Aside from the Chicago University, is there an educational institution in the United States that pays \$7,000?

Mr. STRATTON. Yes, sir; Columbia University, of New York. At Harvard the men next to the full professors (associate professors) are paid from \$3,500 to \$4,500. The men next in line are paid \$2,200.

Mr. BURLESON (interrupting). You do not really think that is a fair standard of comparison, do you?

Mr. STRATTON. Yes, sir. I was a professor at Chicago for ten years.

Mr. BURLESON. Is it not a fact that they feel that they have unlimited money?

Mr. STRATTON. No; the reverse is the fact. There are few large institutions in the country where the minor instructors are so poorly paid. The instructors receive from \$1,200 to \$1,600; the assistant professors receive \$2,000. The associate professors receive \$2,500, and the professors from \$3,000 to \$7,000. The head professor of chemistry receives \$5,000.

Mr. BURLESON. Then there is only one institution that pays \$7,000?

Mr. STRATTON. Only one that I know of at the present time paying \$7,000 to a chemist. I think it rather exceptional. Five thousand dollars is the ordinary salary for that class of men in the best universities. I do not think any of the new head professors at Chicago are appointed at more than \$5,000.

Mr. BURLESON. Will you kindly tell me the pay of the professors in Johns Hopkins University?

Mr. STRATTON. I have not that information.

Mr. BURLESON. Can you tell me what they pay in the university of Michigan?

Mr. STRATTON. No; I think that the University of Michigan pays \$3,500. That is my impression. The University of Illinois has offered our chemist \$3,500. The University of Iowa took the best of our \$2,200 men last August.

Mr. BURLESON. His services were not lost to the country?

Mr. STRATTON. No; but lost to the Bureau. We must lose our assistants. We lose them every year. We have lost perhaps 25 per cent of them, some good, and some we are willing to lose. I am willing to take our chances as to the young assistants, but for the leading men I would like to pay them good salaries. It does not pay to be making changes in these places too often.

Mr. BRICK. Is the chemist kept busy all the time?

Mr. STRATTON. Yes, sir. He is one of the busiest and most important men in the Bureau. Here is another problem which has come up in the last few days. The Department for some reason or other, we do not know what it is, has submitted to us 40 samples of oil for analysis.

Mr. LITTAUER. What Department?

Mr. STRATTON. The Department of Commerce and Labor. The Bureau of Corporations is making an investigation in regard to the oil business. We get the same requests from the public. These 40 samples of oil are to be tested as to their chemical analysis, their specific gravity, their viscosity, their flashing point, and their illuminating power. There are five problems in connection with the testing of those oils. We can not afford to make a mistake.

Mr. LITTAUER. You feel that the salary of the chemist should be the same as the physicist?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. And that the salaries of the associate chemists and the associate physicists should be on the same basis of \$2,500?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. And that it is only a fair salary, and even lower than what men in similar capacities receive from institutions of learning and from private business interests?

Mr. STRATTON. Yes, sir.

## ADDITIONAL FORCE.

Mr. LITTAUER. When you come down to the associate physicist, those we have been paying \$2,000, you ask for one additional?

Mr. STRATTON. Yes, sir; and several at smaller salaries. I might say that the additional force asked for is merely to take care of the growth of the work. The work of the first six weeks of this year is as much as half of last year. The work this year will be at least four times that of last year. Counting the Government work at the same rate, the fees for the first six months of this year amount to \$1,500.

Mr. LITTAUER. You expect that your total work will multiply by four?

Mr. STRATTON. Nearly four times for this year.

Mr. LITTAUER. Does that mean four times as many tests?

Mr. STRATTON. Yes, sir. I was astonished when I made out that list for the six weeks.

Mr. BRICK. You say that statement is for six weeks?

Mr. STRATTON. The first six weeks of this year.

Mr. BRICK. Do you have that much work continuously during the year? Is not that exceptional?

Mr. STRATTON. No, sir. During the month of August we usually stop work on account of vacation. We try to have our vacations taken as much as possible during that month, but other months run about the same as this.

Mr. BRICK. In making these tests do you get any compensation from the people on the outside?

Mr. STRATTON. Yes, sir.

Mr. BRICK. Will you please explain that?

Mr. STRATTON. As provided for in the act establishing the Bureau, a nominal fee is charged for all work done for the public; work for the Government is done free of cost.

## RECEIPTS.

Mr. BRICK. What do the receipts amount to during the year?

Mr. STRATTON. I should say that two-thirds of the work is done for the Government and the balance for the public.

Mr. BRICK. How much would that amount to in figures?

Mr. STRATTON. Last year it amounted to between four thousand and five thousand dollars, and this year it is nearly \$1,500 for the first six weeks.

Mr. BRICK. It has increased?

Mr. STRATTON. Yes, sir; very much more so than we anticipated.

Mr. LITTAUER. In what particular line has been the greatest increase?

Mr. STRATTON. I can not state as to any one line.

Mr. LITTAUER. If I remember correctly, when you first started it was in the line of thermometers?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. Now, you have established that standard so fully that there can not be any more work?

Mr. STRATTON. That is partially true; true of the mercurial thermometers, but there is the whole subject of pyrometer testing which

it has proven to be very valuable to the commercial interests. The weights and measures section is most crowded at present. The people throughout the country, and the State and city officials, are beginning to learn that they can get standards compared at the Bureau; they are sending a great many to be tested.

Mr. LITTAUER. Do you find many variations in other States?

Mr. STRATTON. Yes, sir; a good many.

Mr. BURLESON. That is an additional source of revenue?

Mr. STRATTON. Yes, sir, in proportion to the testing done.

Mr. BRICK. Was that included in your statement of last year and for the first six weeks of this year?

Mr. STRATTON. Yes, sir. The city of Chicago sent us three standard gas meters to test; those three meters will be used by the city officials as standards in testing all gas meters.

Mr. BRICK. What sort of an arrangement do you make as to the revenue charged?

Mr. STRATTON. We assume that the bureaus ought to pay for the apparatus and the assembling of the apparatus to make a test. Then we keep an account of the time used in an individual test, and charge according to the time used.

Mr. BRICK. We pay for the material and the man who wants the test pays for the time?

Mr. STRATTON. Yes, sir: the time and material used in a particular test. Now, to test this gas meter it required certain apparatus—\$500 or \$600 of apparatus. The Bureau paid that, but the city of Chicago was charged for the time used in testing the meters, any other city would be charged in the same way.

Mr. LITTAUER. The amount of your fees is small; your Bureau has never attempted to charge a profit above the cost of the test?

Mr. STRATTON. The object of the fee is to prevent people sending in things that ought not to be tested. The Bureau would be flooded with work if we did not charge a fee.

Mr. BRICK. Do you think the fee is large enough, so you ought not to increase it?

Mr. STRATTON. In some cases, and in other cases I should think we could increase it.

Mr. BRICK. A great many of these instruments, if you did not use them for outside private tests, you would have to have on hand for Government tests?

Mr. STRATTON. Yes, sir; indeed, every test. Here is a page and a half for the Government and perhaps two and a half pages for the public. It is about an equal quantity.

Mr. BRICK. Would you have to have most of your apparatus anyhow for Government tests?

Mr. STRATTON. Yes, sir; all of it, although the Bureau was created principally to serve the public.

Mr. BRICK. And that is the reason you do not charge for the instruments and apparatus?

Mr. STRATTON. Yes, sir.

Mr. BRICK. All you do charge for is the material used and the time occupied in making the test for outside parties?

Mr. STRATTON. Practically so. I believe it has been the policy of the Government to give information free. The Agricultural Department has established a good many experimental stations all over the

country which are doing excellent work, and the farmer is not charged for any information he gets from those places.

Mr. BRICK. I was speaking about where you charge a fee. Is that the standard of your fee—the hours used in the test and the materials necessary?

Mr. STRATTON. Yes, sir; that is the basis, but in order to make tests standards are necessary and methods of testing must be developed. The best working force of the Bureau must be employed in bringing about these standards and methods. The testing is the mere outcome of the Bureau's work. It is not in any sense the measure of what it costs to do it or its value to the public.

Mr. LITTAUER. As long as we are going into this general subject, what has been the effect of your work on the general manufacturing and commercial industries of the country?

Mr. STRATTON. The effect has been very much greater than any of us anticipated. In the manufacture of thermometers—

Mr. LITTAUER (interrupting). Has it developed the manufacture of thermometers here in the United States where formerly they were imported?

Mr. STRATTON. It has, but not only that; but in all lines of measuring instruments. We have persuaded one of our best makers of civil engineering instruments to take up the making of balances and standard weights. Formerly they were imported from Germany. One firm in Philadelphia, which is taking up electrical measuring instruments in a small way, we have also been giving advice, and have been furnishing them with proper standards until maybe we can buy almost as good electrical measuring apparatus in this country as abroad. It has been only a few years since practically all of these instruments were imported from abroad, and that one thing—the encouragement of the manufacture of scientific apparatus and measuring instruments in this country—would warrant the expenditure of every dollar the Bureau has cost, to say nothing whatever of its testing.

Mr. TAWNEY. Have you any records to show a comparison between the imports of these different instruments from foreign countries now and before the establishment of this Bureau?

Mr. STRATTON. No, sir; I think that that information could be obtained from the Treasury records.

Mr. TAWNEY. I know it could be obtained from the Treasury record, but what is the basis of your statement that we were importing less now than before?

Mr. STRATTON. At least six or eight makers of these instruments that I could name were not making them at all when the Bureau started.

Mr. TAWNEY. You think we are importing less of these instruments now than before?

Mr. STRATTON. I know that we are importing a less percentage, and I think the time is coming when we are going to make our own scientific apparatus and not import it from Europe, as has been the case, and we want to help that along.

Mr. TAWNEY. Is this Bureau a substantial aid in bringing about that condition?

Mr. STRATTON. I am sure it is.

Mr. LITTAUER. It will benefit the condition of the manufacturer in establishing an accurate measure and will aid in keeping up that accu-

racy so that the consumer may in the end reap the benefit of having his meter for electricity or for gas or anything of that kind based upon a proper scientific formation, so that its variation will not be as great and irregular as formerly in this country?

Mr. STRATTON. Yes, sir. There is one instance, Mr. Tawney, that will illustrate that point. When the Bureau started two or three years ago a maker of thermometers submitted a large batch of them, clinical thermometers we call them, and many of them were rejected. He came to us for the standard, and we gave him all the assistance he asked for. A few days ago, I think a week ago last Saturday, two certificates went out for two large batches of thermometers, one from this maker who had taken up the standard of this Bureau, and one a new maker.

In the batch submitted by the man who had been using the Bureau's standard two or three years there was not a single one rejected; in the other case there was 33 per cent rejected. I could give you other illustrations.

Mr. BURLESON. Do you not think that you are broadening the scope of the work of your Bureau a little too rapidly? The first year, 1902, there was appropriated \$27,140 for the support of your Bureau. Two years afterwards there was an appropriation of \$74,700 for the support of your Bureau. Two years afterwards there was an appropriation of \$99,660 for the support of your Bureau, and this year you are asking for \$115,840?

Mr. LITTAUER. For a good while the Bureau was in the cellar of a building. The first years you have referred to there was no bureau organization. In the meantime the establishment out here in the country was built up, the large buildings were gotten in shape and they were beginning to be occupied. The expenditures you have referred to for the work have been practically going on a year or a year and a half. When did you move to your new building?

Mr. STRATTON. We have been occupying the machinery building about a year and a half and the physical laboratory about a year.

Mr. LITTAUER. So you have been practically in working order for about a year and a half?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. And the increased expenditures for service were in large part made necessary by the establishment of the place out here and getting the entire Bureau in shape to do the work?

Mr. STRATTON. Yes, sir.

#### INCREASED CLERICAL FORCE.

Mr. LITTAUER. You ask for one additional clerk?

Mr. STRATTON. Our clerical force has never been sufficient.

Mr. LITTAUER. How many clerks have you?

Mr. STRATTON. Six. I lost three of the six this last year to other departments.

Mr. LITTAUER. Because of the low salaries paid?

Mr. STRATTON. Yes, sir.

Mr. TAWNEY. They went into other departments?

Mr. STRATTON. Yes, sir. I started out with the idea of paying ordinary clerical salaries. This is rather an interesting experiment. I was very familiar with the salaries paid by the General Electric

Company and the Westinghouse Company and the other large companies, and we pay salaries even a little better. For \$720 I can get good first-class men, but I can not keep them six months.

Mr. LITTAUER. Where do they go?

Mr. STRATTON. To the Treasury and other Departments.

Mr. LITTAUER. You get them through the civil service?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. Where you lose a clerk of that kind, and you make a requisition, do you find a suitable number of young men applying?

Mr. STRATTON. Yes, sir; usually.

Mr. LITTAUER. And you are able to secure competent men?

Mr. STRATTON. Yes, sir.. I do not expect to get a thousand-dollar clerk for \$720.

Mr. BURLESON. You can get enough men for the work you have?

Mr. STRATTON. Yes, sir; for the more ordinary clerical service, they are fair stenographers and typewriters; not the best, but good enough for our beginning work. I feel that I can not compete with the great Departments. I have tried it for three years.

Mr. BURLESON. And you want now to increase the pay of the \$720 men?

Mr. STRATTON. No; I would like a series of clerical places varying from \$720 to \$1,600 per year. We are asking for an additional \$1,600 place. We will promote our \$1,400 man to that position, and it will serve as an increase to all of them.

Mr. TAWNEY. When you have a clerk, can that clerk be transferred without your consent?

Mr. STRATTON. No, sir.

Mr. TAWNEY. How does it happen that you give your consent?

Mr. STRATTON. I think that most of you would give that consent if you were in my place. You hate to stand in the way of a man getting a higher salary.

Mr. BURLESON. Suppose there was a law to prevent that?

Mr. STRATTON. I think they ought to serve a certain length of time. I do not think that they should leave any bureau until it is settled that there is not much chance of promotion in that particular place. I have served notice on my clerks that I will not recommend any more transfers until we have found a suitable man for the successor and have trained him to a certain extent.

#### APPARATUS, MACHINERY, ETC.

Mr. LITTAUER. For "apparatus, machinery, tools, and appliances," and so forth, you ask for \$40,000, the same amount which was appropriated last year. What did you expend that money for last year?

Mr. STRATTON. Last year we expended for apparatus \$14,633.59; for machinery, that would mean dynamos and everything of that sort, \$17,400; laboratory supplies, \$4,487.29; shop supplies, \$2,721.98; metal and materials used in the construction and experimental work, engineering supplies, \$16,782.49; furniture and cases, \$17,749.83. I can give you the same list for the present year up to date. It is about the same proportion.

Mr. LITTAUER. It will average about that much?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. Two years ago I notice that we gave you \$110,000 for this same item. That was of course in order to equip the establishment with the large items of apparatus?

Mr. STRATTON. The question of furniture and machinery was a very much larger item.

Mr. LITTAUER. You have reduced it now to \$10,000?

Mr. STRATTON. Yes, sir.

Mr. LITTAUER. Do you think that will be about the general average that you will require?

Mr. STRATTON. Yes, sir; we divide it into twelve parts, not exactly, and we make it come to about that much. It has been pretty hard work.

#### GENERAL EXPENSES.

Mr. LITTAUER. We have formerly appropriated for your general expenses, as we call the item, \$12,500, and that included the purchase of books, did it not?

Mr. STRATTON. It was supposed to, but we did not get many books, because the coal item was much larger than expected. The estimates, of course, were made a year and a half in advance, before we got into the new building.

Mr. LITTAUER. Can you get along with \$12,500?

Mr. STRATTON. It has been very hard work. We have had to get along without the books. I would like to get the books. I have secured sufficient data within the past twelve months. The former estimates were made without sufficient data.

Mr. LITTAUER. What did you estimate for 1907 for your general expenses?

Mr. STRATTON. Twelve thousand five hundred dollars, plus the \$2,750 for books. If this is made as a Department appropriation, I think the Bureau should know exactly what they are to have in order that we may come within it.

Mr. LITTAUER. Do you expect that you will have to make necessary repairs to the buildings now? What is the necessity for the change of language?

Mr. STRATTON. Was it not your wish last year that we should separate the items?

Mr. LITTAUER. Yes, sir.

Mr. STRATTON. I think it is just as well to have them together. Last year the same item was \$2,500. It was in two items last year. While it is called repairs it is more in the nature of alterations. We frequently have to put in a new partition, or a new portion of the floor, or something of the kind. It is a part of the building; it is not exactly repairs. Because a thing is worn out it is changed.

FRIDAY, February 23, 1906.

OFFICE OF THE PUBLIC PRINTER.

**STATEMENT OF MR. CHARLES A. STILLINGS, PUBLIC PRINTER,  
ACCOMPANIED BY MR. HENRY T. BRIAN, CHIEF CLERK, AND  
MR. CHARLES S. BROWN, CHIEF INSPECTOR.**

Mr. LITTAUER. Mr. Public Printer, on page 40 of this bill here you will find the provision carried in the usual form for the office of the Public Printer, which covers simply the salaries of the Public Printer, the chief clerk, the clerk in charge of the Congressional Record at the Capitol, and four other clerks. You submit no change of estimate under that small caption.

CLERICAL AND ADMINISTRATIVE FORCE.

We sent you a letter on February 6 asking you for certain information that will cover a statement of the number of clerks and employees, and the present rate of compensation of each, who are employed in the executive or administrative offices of the Government Printing Office, not including the ordinary operators or working force. The letter was as follows:

FEBRUARY 6, 1906.

Hon. CHARLES A. STILLINGS,  
*Public Printer, Washington, D. C.*

SIR: I have the honor to request that you will cause to be prepared and furnished me at your earliest possible convenience for the information of the subcommittee in charge of the legislative, executive, and judicial appropriation bill a statement showing the number of clerks and other employees, and the present rate of compensation of each, additional to those now estimated for under said bill who are employed in the executive or administrative offices of the Government Printing Office, not including compositors, bookbinders, machine operators, helpers, or others who are engaged in the actual mechanical processes of printing and binding done by the Office.

Respectfully yours,

L. N. LITTAUER,  
*Acting Chairman Subcommittee in Charge Legislative,  
Executive, and Judicial Appropriation Bill.*

Have you prepared such a statement?

Mr. STILLINGS. I have, sir; I have it here. Here it is.

Mr. LITTAUER. Will you give us a digest of your statement? It is ready, so that it can be published in full form in the hearings?

Mr. STILLINGS. Yes, sir; I have prepared this statement under those different departments which may appropriately be called nonproductive or clerical in the factory.

Mr. LITTAUER. We call them here executive or administrative offices.

Mr. STILLINGS. Yes. We have taken them department by department, and finally have made a summary or recapitulation of the whole proposition, showing the entire expense. How shall I present that to you?

Mr. LITTAUER. We had better have it all spread in the hearings.

MR. STILLINGS. Here it is [submitting following document]:

## LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION.

Public Printer, per annum .....	\$4,500.00
Chief clerk, per annum .....	2,750.00
Clerk in charge of the Congressional Record at the Capitol, per annum .....	2,000.00
One clerk of class 4, per annum .....	1,800.00
Two clerks of class 3, at \$1,600 each per annum .....	3,200.00
One clerk of class 2, per annum .....	1,400.00
<b>Total .....</b>	<b>15,650.00</b>

## SUNDAY CIVIL APPROPRIATIONS, OFFICE OF THE PUBLIC PRINTER.

Public Printer, \$4,500. Salary provided for in the legislative, executive, and judicial appropriation bill.

One private secretary, per annum .....	\$2,000.00
One inspector, at \$300 per month .....	3,600.00
One assistant inspector .....	2,000.00
One medical director, per annum .....	1,500.00
One clerk, at \$112.50 per month .....	1,350.00
Two stenographers, at \$75 each per month .....	1,800.00
One doorkeeper, at \$3 per day .....	939.00
<b>Total .....</b>	<b>13,189.00</b>

## CHIEF CLERK'S OFFICE.

Chief clerk, \$2,750. Salary provided for in the legislative, executive, and judicial appropriation bill.

One clerk, at \$150 per month .....	\$1,800.00
One clerk, at \$98.91 $\frac{1}{2}$ per month .....	1,187.00
One stenographer, at \$100 per month .....	1,200.00
One stenographer, at \$75 per month .....	900.00
Two telephone operators, at \$100 each per month .....	2,400.00
One messenger, at \$76.83 $\frac{1}{2}$ per month .....	922.00
Two helpers, at \$73.08 $\frac{1}{2}$ each per month .....	1,754.00
One laborer, at \$79.19 $\frac{1}{2}$ per month .....	950.00
One laborer, at \$72 per month .....	864.00
One doorkeeper, at \$3.20 per day .....	1,001.60
Three assistant doorkeepers, at \$3 each per day .....	2,817.00
One guide, at \$3 per day .....	939.00
<b>Total .....</b>	<b>16,734.60</b>

## CASHIER'S OFFICE.

One cashier and paymaster, per annum .....	\$2,500.00
One paying teller, per annum .....	2,000.00
One messenger, at \$78.75 per month .....	945.00

<b>Total .....</b>	<b>5,445.00</b>
--------------------	-----------------

## TIME ROOM.

One chief, time room, per annum .....	\$2,000.00
Two clerks, at \$131.25 each per month .....	3,150.00
One clerk, at \$118.33 $\frac{1}{2}$ per month .....	1,420.00
One telegrapher, at \$118.33 $\frac{1}{2}$ per month .....	1,420.00
Two clerks, at \$112.50 each per month .....	2,700.00
One clerk, at \$85 per month .....	1,020.00

<b>Total .....</b>	<b>11,710.00</b>
--------------------	------------------

One clerk, at \$1,600 and 1 clerk at \$1,400 provided for by the legislative, executive, and judicial appropriation bill.

## JACKET ROOM.

One chief of jacket room, per annum .....	\$2,000.00
Two clerks, at \$150 each per month.....	3,600.00
One clerk, at \$133.33½ per month .....	1,600.00
One clerk, at \$131.25 per month .....	1,575.00
Four clerks, at \$118.33½ each per month .....	5,680.00
Two clerks, at \$105 each per month.....	2,520.00
Three messengers, at \$65.58½ each per month .....	2,361.00
 Total .....	 19,336.00

One clerk of class 3, \$1,600. Salary provided for by the legislative, executive, and judicial appropriation bill.

## AUDITOR'S OFFICE.

One auditor, per annum .....	\$2,500.00
Two clerks, at \$131.25 each per month.....	3,150.00
Two clerks, at \$112.50 each per month .....	2,700.00
One helper, at \$65.58½ per month .....	787.00
 Total .....	 9,137.00

One clerk of class 4, \$1,800. Salary provided for in legislative, executive, and judicial appropriation bill.

## LIBRARY.

One librarian, at \$105 per month .....	\$1,260.00
One helper, at \$65.58½ per month .....	787.00
 Total .....	 2,047.00
One inspector of paper and material appointed by the Joint Committee on Printing .....	\$2,000.00

## OFFICE OF SUPERINTENDENT OF DOCUMENTS.

Superintendent of documents, per annum .....	\$3,000.00
One clerk, at \$150 per month .....	1,800.00
One clerk, at \$137.50 per month .....	1,650.00
Two clerks, at \$131.25 each per month.....	3,150.00
Three clerks, at \$125 each per month .....	4,500.00
Three clerks, at \$118.33½ each per month .....	4,260.00
One clerk, at \$116.66½ per month .....	1,400.00
One clerk, at \$112.50 per month .....	1,350.00
Three clerks, at \$105 each per month .....	3,780.00
Three clerks, at \$98.91½ each per month .....	3,561.00
One clerk, at \$90 per month .....	1,080.00
One clerk, at \$83.33½ per month .....	1,000.00
One clerk, at \$75 per month .....	900.00
One helper, at \$98.91½ per month .....	1,187.00
One helper, at \$83.33½ per month .....	1,000.00
One helper, at \$78.75 per month .....	945.00
Three helpers, at \$65.58½ each per month .....	2,361.00
One in charge of helpers, at 62½ cents per hour .....	1,565.00
One helper, at 46½ cents per hour .....	1,173.75
Two helpers, at 43½ cents each per hour .....	2,191.00
One helper, at 37½ cents per hour .....	939.00
Two helpers, at 31½ cents each per hour .....	1,565.00
Eight helpers, at 25 cents each per hour .....	5,008.00
One laborer, at 25 cents per hour .....	626.00
One sweeper, at 21½ cents per hour .....	547.75
 Total .....	 50,539.50

## PRINTING AND BINDING.

Foreman of Printing, per annum .....	\$2,500.00
Two assistant foremen of printing, at \$2,000 each per annum .....	4,000.00
Twenty-four foremen of printing divisions, at \$2,000 each per annum .....	48,000.00
One assistant foreman of division, at \$163 per month .....	1,956.00
Five assistant foremen of division, at \$150 each per month .....	9,000.00
One assistant foreman of division, at \$144 per month .....	1,728.00
One assistant foreman of division, at \$140 per month .....	1,680.00
Eleven assistant foremen of division, at \$131.25 each per month .....	17,325.00
Foreman of Binding, per annum .....	2,100.00
Five foremen of binding divisions, at \$2,000 each per annum .....	10,000.00
Four assistant foremen of binding divisions, at \$131.25 each per month .....	6,300.00
Superintendent of buildings and chief engineer, per annum .....	2,000.00
Chief electrician, per annum .....	2,000.00
Superintendent of paper warehouse, at \$163 per month .....	1,958.00
Chief machinist, at \$150 per month .....	1,800.00
Storekeeper, at \$150 per month .....	1,800.00
Foreman of counters, at \$137.50 per month .....	1,650.00
Superintendent of delivery, at \$131.25 per month .....	1,575.00
Shipper, at \$131.25 per month .....	1,575.00
Wagonmaster and stableman, at \$108 per month .....	1,296.00
Charge of warehouse, at \$105 per month .....	1,280.00
Superintendent of sweepers, at \$65.58 $\frac{1}{2}$ per month .....	787.00
Superintendent of bindery warehouse, at \$144 per month .....	1,728.00
Two clerks, at \$150 each per month .....	3,600.00
One clerk, at \$131.25 per month .....	1,575.00
One clerk, at \$122.50 per month .....	1,470.00
Two clerks, at \$118.33 $\frac{1}{2}$ each per month .....	2,840.00
One clerk, at \$112.50 per month .....	1,350.00
Sixteen clerks, at \$105 each per month .....	20,160.00
Two clerks, at \$100 each per month .....	2,400.00
One clerk, at \$98.91 $\frac{1}{2}$ per month .....	1,187.00
Two clerks, at \$95 each per month .....	2,280.00
One clerk, at \$91.66 $\frac{1}{2}$ per month .....	1,100.00
One clerk, at \$85 per month .....	\$1,020.00
Three clerks, at \$78.75 each per month .....	2,335.00
One clerk, at \$78.25 per month .....	939.00
One clerk, at \$65.58 $\frac{1}{2}$ per month .....	787.00
One helper, at \$78.75 per month .....	945.00
One captain of the watch (365 days), at \$3.25 per day .....	1,186.25
Five lieutenants of watch (365 days), at \$2.50 each per day .....	4,562.50
Seventy-four watchmen (365 days), at \$2.25 each per day .....	60,772.50
One chief of carpenter shop, at 58 $\frac{1}{2}$ cents per hour .....	1,464.84
One mail carrier, at 31 $\frac{1}{2}$ cents per hour .....	782.50
 Total .....	237,272.59

## RECAPITULATION.

Salaries in legislative, executive, and judicial appropriation bill .....	\$15,650.00
Office of the Public Printer .....	13,189.00
Chief clerk's office .....	16,734.60
Auditor's office .....	9,137.00
Jacket room .....	19,336.00
Time room .....	11,710.00
Cashier's office .....	5,445.00
Library .....	2,047.00
Printing and binding .....	237,272.59
Office of the superintendent of documents .....	50,539.50
One inspector of paper and material, appointed by the Joint Committee on Printing .....	2,000.00
 Total .....	383,060.69

Mr. LITTAUER. This is a statement of the executive force, the clerical force, with no employees or laborers who are used in the operation of performing the printing, with the salary of each? Now, sir, will you tell us who establishes the salary of each one of these individuals?

Mr. STILLINGS. The Public Printer.

Mr. LITTAUER. None of them are statutory?

Mr. STILLINGS. Outside of the foreman of printing and the foreman of binding and the chief clerk and Public Printer all the others are established by the Public Printer.

Mr. LIVINGSTON. Just what we have here are statutory?

Mr. STILLINGS. Yes, sir; the clerks mentioned in this bill.

Mr. LITTAUER. Now, this is the force at present at work in the public printing department?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. How much of this force is a permanent force? Is it subject to much change?

Mr. STILLINGS. Very little.

Mr. LITTAUER. I notice that most of the salaries are payable per month, and a few by the year, but most of them by the month and some by the hour.

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. What is the object of that distinction?

Mr. STILLINGS. As I understand it, certain work is done by what we call skilled laborers, and those people are treated as you would treat a mechanic—that is, by the hour. That is the basis.

Mr. LITTAUER. Now, when you speak of skilled laborers you are speaking of skilled laborers in connection with clerical or administrative work, and not the work of actual printing and binding?

Mr. STILLINGS. Yes, sir. It is on clerical work entirely.

Mr. LITTAUER. Wherein is a skilled laborer's work different from that of a clerk's?

Mr. STILLINGS. It is not different, really. It is really clerical work. I never struck the term until I came here. It is a misnomer.

Mr. LITTAUER. What is the purpose of making this designation? Has it any bearing upon the method by which the force is acquired through the civil service?

Mr. STILLINGS. I understand that to be so; yes, sir. I have not had any occasion to appoint any clerks there, so that I have not got down to the true inwardness of that except from this standpoint, that we call on the Civil Service Commission for skilled laborers of that grade who are assigned to clerical work, and many of these people who have been here for a number of years were originally covered in through the civil-service blanket.

Mr. LIVINGSTON. I understand the civil service makes that designation.

Mr. STILLINGS. Yes; that would apply to any department.

Mr. LITTAUER. I think, then, the only way we can do this is to take up the submissions and go through them. We understand that this is really a permanent clerical force?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. That is, the very largest part, almost all, whom you here designate have been employed in the office for a year or two past? The positions have been there, and have been filled?

Mr. STILLINGS. With some few exceptions; yes, sir.

Mr. LITTAUER. Now, the total appropriation for printing and binding is a lump sum, divided, or at least allotted, for the various departments and bureaus of the Government. When that lump sum is larger or when it is smaller does it have any effect upon the total number employed in this administrative or executive work?

Mr. STILLINGS. I can not find by the record that it has made any particular difference. The tendency at the Office has been for a steadily increased output, which would tend to increase the clerical force. In any factory it always requires a certain force to handle the business, whether it be large or small.

My own opinion is that the force can be readjusted. I think there are people there who are doing a very small portion of the work they might do per day. If I may be permitted to make an illustration, possibly that would show what I am getting at. I find in a certain department, for example, a stenographer paid \$75 per month, \$900 a year. I had occasion to borrow him on several occasions because I was very busy in office work, twelve hours a day. I found that he worked on the average two hours a day. That is all he had to do. He was ambitious and he was studying law. I appointed him in my office and he now works eight or nine hours a day.

I have looked through the other departments, and I can not find that there is an intelligent division of the work by the subdivisions and the men who are responsible for those departments with an idea of producing the best results. They are not using the people with the same skill as they would have to do in a commercial plant, and therefore I am of opinion that that is susceptible of some readjustment.

Mr. LITTAUER. Then I would infer that you are not ready to-day, having scratched only the surface of these various bureaus, to make recommendations as to just what should be done in each case?

Mr. STILLINGS. No, sir; I could not say that very intelligently until I had made a special study of each department.

Mr. LITTAUER. Then it would be to but little purpose for us to take up item by item the number of clerks that you have in each one of the bureaus at this time, with a view to determining how many of them were necessary to conduct the work of that particular division or bureau?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. But would you be able during the coming year to so investigate this matter and come to a conclusion that we could follow out our purpose next session, which would be to have you in your next estimate submit to us a permanent force, detailed exactly in the ordinary categories in which clerical hire is paid for elsewhere in the Government service here in Washington?

Mr. STILLINGS. Yes, sir; it is quite possible at that time, and I could give you an intelligent statement as to what was absolutely necessary.

Mr. LITTAUER. You could at that time, but you are not able to do it to-day? From your one remark I would infer your belief that all these offices can be reorganized.

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. For a proper division of the work and to give each one of them a proper clerical force?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. And you have not reached that point now?

Mr. STILLINGS. No. The opinion I could give you now would be only surmise, and would not be based on actual facts.

Mr. LITTAUER. Now, Mr. Public Printer, you are aware that in the general clerical force throughout the Departments there are stated salaries; they are divided into classes at certain rates of compensation?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. It seems to me that your rates of compensation down there are, in the first place, very varied. I do not know whether the recompense fits the work or not. Your designations of "helpers" and "laborers" and "skilled laborers" give to us very little information in connection with the salaries you pay. Can you not again gather together your force under the ordinary heads of expenditure? How many classes of clerical service are you able to employ that do not come to you through the Civil Service Commission?

Mr. STILLINGS. None, whatever, but what are covered by the civil service.

Mr. LITTAUER. How are your laborers?

Mr. STILLINGS. They come to us through the bureau of labor employment, which is a branch, a subdepartment, of the Civil Service Bureau. That is, a laborer, a man fit to handle heavy weights and shift about cases, is put to a physical test.

Mr. LITTAUER. I understand that. Here is a laborer who receives \$950 a year. He is surely not a man simply carrying bundles around and using physical force?

Mr. STILLINGS. That is one of the things that need investigation.

Mr. LITTAUER. Here is a doorkeeper at \$1,000.

Mr. STILLINGS. I shall have to say frankly that certain assignments had been made which on investigation seemed to have been done irregularly—that is, that a man has been assigned out of his class in the civil service, and without examination has been detailed to do work for which we should have requisitioned a clerk from a higher grade to do the work. Those are matters that require investigation. Reports have come to me from some quarters that some of these people hold their positions illegally—that is, not having qualified under the law they are depriving others who have qualified of the recompense that comes from performing those duties.

#### SYSTEM OF PROMOTIONS.

Mr. LITTAUER. Have you investigated the system of promotions in your office in connection with this clerical force and increases of salary?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. How have they been brought about?

Mr. STILLINGS. Without much apparent system, because I find that there are people not only in the clerical force but also in the mechanical and manufacturing force who are doing similar work but are receiving different grades of pay. Some of those people have come to me and asked for a readjustment. I have told them I would appoint a commission to look into each case and find out the truth of it and readjust the system. There are irregularities there that need readjustment.

Mr. BRICK. That is what you will do during the summer months coming?

Mr. STILLINGS. Yes, sir.

Mr. BRICK. I take it by inference from what you have said that promotions have been irregular, so that persons who had the right under the law to promotions find that others have been detailed in preference to them?

Mr. STILLINGS. That appears to be the case. I would not state that positively.

Mr. BRICK. That would injure the efficacy and efficiency of the work?

Mr. STILLINGS. It is apt to, because it creates discord and lack of confidence, and that is always injurious to efficiency.

Mr. BRICK. A man works harder and more efficiently, too, when he believes he has a meritorious hope for promotion, aside from irregularities?

Mr. STILLINGS. Yes, sir.

Mr. BURLESON. You have read the Keep Commission's report, have you?

Mr. STILLINGS. Yes, sir.

#### EXCESSIVE FORCE.

Mr. BURLESON. Is it a fact that you have a great many more employees there than are necessary to do the work?

Mr. STILLINGS. Yes, sir.

Mr. BURLESON. Forced upon the Public Printer by outside influences when they were not asked for or needed?

Mr. STILLINGS. I can not say with authority. I simply found them there. How they got there is something I have not looked into.

Mr. LITTAUER. In the first place this is the busiest time in the year, is it not?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. And these tables of executive force have been made up as they stand at the present time, since you came into the office?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Are these practically the same total force that came over to you when you took charge of the office?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. You have made but few changes?

Mr. STILLINGS. There are practically no additions, with the exception of officers whom I find necessary to relieve me. I will name those. The chief inspector and assistant——

Mr. LITTAUER. In your own office?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. So that we have here the total expense? You feel that you have got every one in this list, here, who is connected with the administrative force?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. And the total expenditure, as we have it, is \$383,060.69?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. I notice you have an inspector at \$3,600, and an assistant inspector at \$2,000. Will you state what their services are?

## RESTRICTED USE OF MACHINERY.

Mr. STILLINGS. Yes, sir; when I first took charge of the Office I found a multiplicity of propositions put up to me to settle—questions respecting certain machinery and articles of equipment which were reported to me to be inefficient—somehow they did not work. I knew that similar machinery worked in outside plants and that they gave satisfaction in outside plants, and I felt that the disposition in the Government Printing Office was to restrict the output of certain machinery in order that the people might have the work to do by hand. I was aware that the Government was at a double disadvantage in that it was paying more to do work by hand than by machinery, and that it had also the investment in the machinery and its depreciation and interest to carry as well.

I found that the output from the force was not what it should be, according to my training, and that the Public Printer himself could not cover all the various points and get through intelligently with the work; that the work would pile up and increase and would not get done. In the meantime bills were waiting and accounts were to be examined, and the very condition for which the Office has been blamed every year was continuing.

## • INSPECTORS APPOINTED.

I looked over the ground very carefully, and it appeared to me that what I needed there was a man of outside training somewhat similar to my own.

My training has been in the line of practical and administrative printing; that is, looking after a big factory, the financial management of it, and officially acting in an advisory capacity to the largest associations of employing printers and binders in this country in Washington and New York City.

I looked around also for an expert on machinery who was also a practical printer, who might look into the machinery and find out whether or not it was really efficient; a man who could look into some of the contracts we had made and could ascertain if we had bought the goods right.

Mr. LITTAUER. You are talking now of material?

Mr. STILLINGS. Yes; of the material and the proper handling of it. I found, too, that I needed the services of a man along a different line from my own, and I officially appointed that man. Looking over the list of officers created by my predecessors, I could see no reason legally why a position could not be created which would properly designate the man's duties—that of inspector, or chief inspector. I found that it was necessary for the chief inspector to have assistants; that is, men who possessed the qualifications necessary, and such as could be presented to me from outside sources—from business sources—and whose moral character could be attested to by members of Congress; their standing in the community from which they came; men who could be drawn from the force itself, in order that they might properly inform the chief inspector, and through him myself, of conditions which looked wrong in some respects, but into which we could not probe deeply enough without staying there for years, to get at the conditions which were wrong. I therefore appointed an assistant

inspector to the bindery, in order that we might adjust that bindery upon an intelligent basis, to prevent cutting the force down blindly and without reference to the best interests of the service.

Mr. LITTAUER. Then your remarks lead first toward a restriction of the output in connection with machines?

Mr. STILLINGS. Yes, sir.

#### VOLUNTARY RESTRICTION OF OUTPUT.

Mr. LITTAUER. Have you found it to be the custom among your force to restrict the output and to determine that there shall be a certain amount of output of a certain character for a day's work?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Has that been very general?

Mr. STILLINGS. Not as much as I supposed it would be when I came there. At the same time, I have more or less evidence which will bear looking into more carefully, which leads me to believe that that condition does exist.

Mr. LITTAUER. When these employees practically determine upon their output per day, how does that output compare with what would be ordinarily rendered in a manufacturing establishment throughout the country?

Mr. STILLINGS. That is hard to answer except in a general way. I should say, though, that the restricted output might amount to anywhere from 10 to 25, or even 33½ per cent, according to the immediate conditions surrounding some of our propositions.

Mr. LITTAUER. Less than what would ordinarily be put out in a job shop throughout the country?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. You have evidently had "conditions" to deal with there.

Mr. STILLINGS. Yes, sir. [Laughter.]

Mr. LITTAUER. Now, I notice also that you have a medical director—

#### METHOD OF PURCHASING MACHINERY AND SUPPLIES.

Mr. LIVINGSTON. I wish, Mr. Chairman, you would wait a moment before you leave that inspector. Has the inspector anything to do with the purchase of supplies and machinery and things of that kind?

Mr. STILLINGS. Not except in an advisory capacity.

Mr. LIVINGSTON. Who does that?

Mr. STILLINGS. The Public Printer. He purchases all machinery.

Mr. LIVINGSTON. I understand the Public Printer in the end is responsible for it, and has to O. K. it. Who has been the gentleman down there heretofore to purchase those supplies and make those contracts? I know Mr. Palmer did not, because he could not. Who did do it?

Mr. STILLINGS. I have bought no machinery since I have been there. I will therefore ask Captain Brian to answer as to typesetting machines.

Mr. BRIAN. Mr. Palmer, the Public Printer himself.

Mr. LIVINGSTON. He made the contracts for all the thousands and thousands of things down there?

Mr. BRIAN. Mr. Stillings asked about typesetting machines.

Mr. LIVINGSTON. I meant all the supplies, paper, ink, and all. Who makes those contracts?

Mr. STILLINGS. The paper supplies, book papers, writing papers, and lining papers for the bindery are purchased under a contract system. Bids are advertised for, and the contracts are awarded by the Joint Committee on Printing.

Mr. LITTAUER. Bids are advertised in what shape? With what character of specifications? Standard samples and descriptions?

Mr. STILLINGS. Yes; standard samples, with descriptions attached. They are very clear, I think, and very complete specifications. They cover the ground so that any reasonable manufacturer could bid on those samples and specifications with safety.

Mr. LITTAUER. Have these bids, when received into the office, been handled in a way you approve of?

Mr. STILLINGS. I am satisfied they have been handled carefully.

Mr. LITTAUER. That means they have been given to the lowest bidder unless some good reason intervened to the contrary?

Mr. STILLINGS. Yes. Sometimes the lowest bidder might not be able to give the Government the best service required. They are purchasing lower on paper down there, I believe, because of the heavy quantities they use, than private parties.

Mr. LIVINGSTON. You are satisfied you purchase the paper and material for books as low as private enterprises do?

Mr. STILLINGS. Yes, sir.

#### EXCESSIVE COST OF BINDING.

Mr. LIVINGSTON. Why is it that the binding of books costs from two to three times as much as it would in a private establishment in Washington? Why does that increased cost come?

Mr. STILLINGS. So far I have only reached the matter of paper. Now, the binding supplies and leathers, as I said, are without exception the most expensive that any establishment could use.

Mr. LITTAUER. Are they also purchased by contract, on advertisement and specifications by standard samples?

Mr. STILLINGS. Yes. I will say right there that the method of purchasing, so far as I can see, is fair and just, and no bidder could take any exception to the way that portion of it is handled—could not justly take exception to that. The use of the material, after we get it, is another matter; but the purchasing of the material is done, I think, in a perfectly fair and just way; that is, of material and supplies.

Mr. LIVINGSTON. Then there must be a tremendous waste right there in your hands.

Mr. STILLINGS. I think there is.

Mr. LIVINGSTON. That accounts for that. Does that inspector want to look into that?

Mr. STILLINGS. He will look into it with me.

Mr. LIVINGSTON. Where does the waste come?

Mr. STILLINGS. It is possible to take a skin of leather, of cochineal levant, and so cut it as to get 60 per cent only of what you should from it. That can come through ignorance, or carelessness, or otherwise. It is possible, I believe, on the requisition system there, to draw more skins than are needed for the work, because there is apparently no check on what is done with the materials after they go to the work-room.

Mr. LIVINGSTON. The chief of that bureau can draw more than he has any business to draw?

Mr. STILLINGS. Yes; so far as he is trusted to do it.

Mr. LITTAUER. What becomes of the waste?

Mr. STILLINGS. A certain part of it, or it is presumed to be all of it, consisting of shavings and trimmings, is put into bags and sent back to the storeroom.

Mr. LITTAUER. If there are any trimmings there must be some very valuable side pieces around there?

Mr. STILLINGS. One would think so, but we do not see them.

Mr. LITTAUER. What is your bureau's method of handling those?

Mr. STILLINGS. We do not see them; they do not exist. Where they go I do not know, and that is one of the problems we want to look up—to see where they go. We do not know where this material goes. I have reports from several men in different parts of the work to the effect that there is a great waste in the materials. Those men come to me night after night, and tell me things that are awful as to the waste of material—not that there is any intimation of criminality there, but simply that the men do not know how to handle the stuff.

Mr. LITTAUER. You are satisfied, then, that the contracts, both for paper and other materials, and for binding and machinery, are made in the proper form?

Mr. STILLINGS. No; not of machinery. I think the purchases of materials and supplies—that is, paper and leather and boards—are safeguarded, because with very few exceptions they are secured under contract.

Mr. LITTAUER. What kind of inspection do you give after purchasing?

Mr. STILLINGS. In the paper department we have two officers, the chief clerk and the foreman of printing, who are designated by law to examine the paper with a person appointed by the joint committee of Congress. He is an inspector on the rolls there, included in that sum, to examine that paper. It is tested with acids to see whether it is in accordance with the specifications. That has to come to me after it has passed through their hands; it has to come to me to be O. K.'ed. If it is to be rejected it comes to me also.

Mr. LITTAUER. As to leathers, too?

Mr. STILLINGS. They are put through the measuring machines to ascertain the proper thickness and value. We have had some cases there where leather has been rejected because it was not up to the standard.

Mr. LITTAUER. Of measurement or quality?

Mr. STILLINGS. Of measurements. The measurements have been short.

Mr. LITTAUER. Do you buy your skins on a certain standard number of feet per dozen?

Mr. STILLINGS. They are by the dozen, and they are required to average, according to the samples, so many feet per dozen.

#### METHODS OF PURCHASING MACHINERY.

Mr. LITTAUER. Now, about machinery. You evidently withhold your approval of the methods of purchasing machinery. I do not have particular reference to linotype machines, but the great mass of machinery.

Mr. STILLINGS. The equipment in any factory is, of course, a tangible asset. It commences to depreciate at once. The machinery is handled entirely by the Public Printer. It has been customary in the past, from what I can see, looking over the general methods of handling, for the Public Printer to assign a man from his own office—it may be a foreman of some department or somebody supposed to be expert along those lines—to examine and give him a report, and on that report he bases his action. On certain kinds of machinery you can get competitive prices. Other lines of machinery—patented articles—you can not get competitive prices on. The matter is left with the Public Printer, in his discretion, to secure such machinery as he deems necessary. That is entirely in his hands.

#### CONDITION OF MECHANICAL EQUIPMENT.

Mr. LITTAUER. How do you find the general character of machinery there—antiquated or modern?

Mr. STILLINGS. A great deal of it is in good shape. It has been pruned out. Some of it has been condemned. I find that the machinery they have there is in good condition. It is well taken care of. But we also find that with the constant changes in the mechanical perfection of to-day it is not safe to allow a plant to run more than three or four years without replacing obsolete machinery with newer machinery with greater capacity in order to keep things up to date and improve what we have. But there is no question along those lines but that certain mechanical portions of our factory equipment could be improved.

I will cite one instance of where machinery comes in and is not used intelligently. We have what we call gathering machines. You see, these different folds of this book [indicating] have to be gathered to make a complete book. Those have to be done, under the old method, by girls by hand moving around a table or standing or sitting in front of a rotary table which moves around before them. Another man comes through and collates them and inspects them and sees whether they are gathered correctly. There is a machine now that does away with that. Those large establishments—printing and publishing establishments in New York and Boston and elsewhere—could not hold their ground for a minute without machines to do that work. We have two of those machines now on the floors, down there, with brown covers on them. They have scarcely turned a wheel since I have been there. Now, there is an investment which could be looked into. If the machines do not work properly that fact should be settled. If they can work properly and do satisfactory work they should be put in operation. But there is too much to do all at once to attend to all these things. I have not had time to give attention to all of them.

Mr. LITTAUER. When did you take office?

Mr. STILLINGS. On the 26th of November, 1905.

#### PURCHASE OF SUPPLIES.

Mr. LITTAUER. Now, as to the purchase of type, inks, and other things.

Mr. STILLINGS. Those are matters left to the Public Printer. Type is in the nature of equipment. Ink comes under the head of supplies. The ink can not be measured with a tape measure. It varies in quality

according to the integrity of the manufacturer who makes it, and sometimes according to the peculiar facilities which the manufacturer may have to make certain things. For instance, some manufacturers are strong on black ink but light on colors. It has not been found practicable to put the ink question under contract, because there are so many conditions that you do not discover until you put the ink on the press. But it is possible to make each man understand—

Mr. LITTAUER. Have you made any saving in the purchase of inks since you have been there?

Mr. STILLINGS. Since I have been there we have purchased ink at lower prices than ever before.

#### WASTE OF GOLD LEAF.

Mr. LIVINGSTON. Have you discovered much of a waste in the gold leaf in your bindery?

Mr. STILLINGS. In looking after the method of handling the gold after it is used I have found some waste.

Mr. LIVINGSTON. What becomes of that waste?

Mr. STILLINGS. It is customary, after the gold is laid on the book, whether it is cloth or leather, and after the iron has passed over it and finished it, or the die has made the impression, to go over it with a porous piece of rubber, which takes up the surplus gold; and that is returned through the routine channels to the chief clerk, and is finally sent to the mint, and we are credited with the amount of gold obtained by refining.

Mr. LIVINGSTON. You think that in the handling of that gold there is considerable unnecessary waste?

Mr. STILLINGS. I think they are very generous, to say the least, in the handling of it.

#### DISPOSAL OF REFUSE.

Mr. LITTAUER. Now, we have got to the point where the materials are purchased, and then to their use, and now we come to their disposal—the disposition of the refuse.

Mr. STILLINGS. The trimmings and cuttings of books and the sweepings that drop on the floor are gathered and put up into bags and bales and sold under contract to a certain party who calls there and removes them. Several men compete for the contract to take that away. It seems to me that is very fair, and that they are getting a fair return.

Mr. LITTAUER. The valuable waste is this leather waste?

Mr. STILLINGS. Yes; the strips and odd pieces.

Mr. LITTAUER. What becomes of those?

Mr. STILLINGS. The strips of leather?

Mr. LITTAUER. Yes.

Mr. STILLINGS. They have shown me little ends of skins, and those are worked over. Those ends may be cut off and used for the corners of half bound books.

Mr. LITTAUER. So that in the end the trimmings do not amount to large pieces of leather?

Mr. STILLINGS. No, sir; I do not see them. We do not seem to have the proper close check to insure that we get all out of those skins that we should. There is looseness there.

Mr. LITTAUER. What is the result? Does it take more feet of leather to bind so many books at our bindery than it does at outside binderies?

Mr. STILLINGS. That is reported to me to be the fact.

Mr. LITTAUER. How much more?

Mr. STILLINGS. I could not say without taking up our records for the past year and going over those books.

May I be permitted to offer a thought along those lines that has been in my mind?

Mr. LITTAUER. Certainly: go ahead.

Mr. STILLINGS. It is that any investigation along these lines should be conducted in a perfectly fair way; that is, in such a way that it could not be said that the Public Printer or his officers were seeking to make a record at the expense of the reasonable handling of the factory. It seems to me wise, however, that a commission might be called upon, composed, say, of a leading edition binder and several principal citizens who have been successful printers or publishers, men who have been forced by the necessities of the case to get what money they have got out of the printing and binding business by careful and shrewd business management. Let them come in there and make a report which the Public Printer and the committee can accept as somewhere near fair, in order that we may know how to make our reforms intelligently and in a perfectly fair manner.

Mr. LIVINGSTON. Why do you not take this inspector and have him do that?

Mr. STILLINGS. That is possible, but it is very difficult to anyone who has not been through the office to understand that the proposition is so large that it takes months and months for one man to do there what might be done by more than one in several different places in a much shorter time if they are going on together. If you want to stop the leaks you want to take them all together, and stop them as near simultaneously as possible.

Mr. LIVINGSTON. Did it ever occur to you to weigh out the leather, and then weigh out the scraps and find out what the binder does with it?

Mr. STILLINGS. There are various ways to keep track of it.

Mr. LIVINGSTON. You can weigh the leather which is sent out, and weigh the scraps that come in?

Mr. STILLINGS. There is this difficulty: Skins may vary in weight very materially.

Mr. LIVINGSTON. Weigh a hundred skins per day, say, and deal them out, and weigh the remnants that come back.

Mr. LITTAUER. No two skins, you should bear in mind, Colonel, weigh alike. No two skins have the same perfections or imperfections.

Mr. STILLINGS. Those are difficult things to understand in the abstract, but we can find a way to measure it and safeguard ourselves as soon as we can get to it and study it and look into it.

Mr. LITTAUER. You commented upon your clerical force and said that, while you had not examined it thoroughly, you had nevertheless found certain instances which showed that the force was not properly employed, and that you would give your time to the investigation of it with a view to reporting on it for another year?

Mr. STILLINGS. Yes, sir.

## CONDUCT OF THE OPERATING FORCE.

Mr. LITTAUER. What has been your experience with reference to your operating force and the methods of turning out work in comparison with the operating forces of large establishments throughout the country?

Mr. STILLINGS. With some minor exceptions—take, for instance, the composing rooms—as a whole, I think they are well managed. That is, they have all the materials and facilities for doing the work quickly and promptly. There are certain places where the administrative officers are weak. Then there need to be transfers or changes made to put in men who are stronger and strengthen up the weak points. Those things I see. I see weaknesses here and there; and I also see a lack of a standard of measurement whereby I can see what they are doing each month—the people in the composing rooms and press rooms, and also in the bindery. There is no adequate system of ascertaining it now, as there should be and as is the case in any well-conducted commercial establishment.

For example, a certain specific publication is taken care of and done by one division there, mainly to the exclusion of anything else; but it appears at times there is a lull in the work of that division and some of those people occasionally help out other divisions; and yet there is no record kept of the amount of help rendered by that division to the others, and when you come to count up what that division costs and what it has done you can not find out because of the lack of records, and the whole expense of that division seems on its face to be charged up to the special publications which it was created to handle.

Mr. LITTAUER. You have no system of ascertaining the cost?

Mr. STILLINGS. No. The Keep Commission has made a recommendation touching that. That is needed badly, in order that we may determine intelligently what to do, without creating chaos and tearing down where we should build up.

## RELATIVE COST OF GOVERNMENT AND OUTSIDE PRINTING.

Mr. LITTAUER. You have not commented very fully upon the character of the force which you found there—your operating force, and their daily production. The whole object of my line of questions is to ascertain the facts in regard to certain statements that have been made to us to the effect that work produced by the Public Printer costs nearly three times, say, what the same work or similar work could be done for on the outside.

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. In the first place, you have free rent, and the purchases are made, in your judgment, on a proper system, and the examinations seem to have been proper after the deliveries. Now, how are we eventually going to determine the reason for this excessive cost of work done at the public printing place? Is it because of the conditions of employment, the rates of compensation, the restricted output by the individual operatives, or how are we going to explain it?

## HOURS OF LABOR.

Mr. STILLINGS. First, the average shop works—I am now speaking of commercial shops—nine hours a day. This shop works eight hours.

Mr. LITTAUER. When they work nine hours a day outside, is their product greater than your people here get out in eight hours?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Do you think nine hours' work means nine times more than one hour's?

Mr. STILLINGS. Not necessarily nine times, but more than eight hours' work.

Mr. LITTAUER. One-eighth more, as a rule, or nearly so?

#### LEAVES OF ABSENCE AND HOLIDAYS.

Mr. STILLINGS. Nearly so; yes. The first handicap that we have, as against a commercial shop in this city, say, working nine hours a day, is that they have the advantage of us by nearly one-ninth right there. Secondly, we are handicapped by a leave of absence, which is equivalent of giving a man twenty-six days' pay without any return. Third, holidays are paid for, which could not be considered in competitive work, because there is not profit enough in the business to stand for it.

#### WEAKNESS OF ADMINISTRATION.

Those are three positive things which we see. The fourth handicap is the weakness of administration, which does not set a high standard for the employees; that is, in turning out a product for them to handle in eight hours which would be anywhere near a commercial product, with the result that good men who might take off their coats and hustle are sometimes tipped off to the effect that they do not want to work too hard.

#### RESTRICTED OUTPUT.

Mr. LITTAUER. That is the restricted output?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Does that restricted output amount to 25 per cent: or what is it, in your experience?

Mr. STILLINGS. I should say from general observation that in some departments it would amount to not more than 10 or 15 per cent, and in other departments, where there is lax discipline, it would amount to fully 25 per cent.

Mr. BURLESON. Do you notice any disposition on the part of any of the employees to throw an obstacle in the way when you attempt to effect a reform?

Mr. STILLINGS. Not directly.

Mr. BURLESON. Directly or indirectly?

Mr. STILLINGS. I feel that the general sentiment at the Office to-day is to find out what is wanted and then do it. But it is like any other proposition which may be left to run on somewhat loose lines, perhaps. I do not want to make any reflection, but I want to speak frankly. Those are the conditions that I am speaking of.

Mr. LITTAUER. We would like to have a plain, candid statement.

Mr. STILLINGS. If these men feel that no matter what is done they have redress outside of the place where they are working, it is pretty hard to bring the business down to the point of discipline it would be in were it managed from a purely commercial standpoint. The conditions have already changed somewhat because of what I have tried to do along certain lines, and those lines have been almost wholly business lines. While I recognize that there are some conditions in

the way, yet, on the whole, the men understand that when merit prevails they will be recognized. For instance, a man might be "standing in" with five or six hours' work per day. When the choice came between him and somebody who was putting in a full day's work the former would be dropped.

Mr. LITTAUER. That is done in all commercial establishments?

Mr. STILLINGS. Yes, sir; otherwise the commercial establishments would go out of business in short order under the red flag. [Laughter.]

Mr. LIVINGSTON. Suppose you had 3,000 employees. They can work three hundred and thirteen days in a year. Do you estimate to Congress for 3,000 people for three hundred and thirteen days?

Mr. BRIAN. Yes, sir.

Mr. LIVINGSTON. Now, you give them twenty-six days' furlough, and you ought not to have estimated for this, because we have furnished you the extra amount of money in there. What do you do with that extra amount?

Mr. BRIAN. The force fluctuates from time to time, and under pressure of work the men work overtime.

Mr. LIVINGSTON. But we give you extra money to pay those men and women for twenty-six days, and it does not make any difference whether the work fluctuates or not, whether your office has 100 more to-day and 500 less to-morrow. We appropriate the money for three hundred and thirteen days, and they do not work the three hundred and thirteen days. They work twenty-six days less, and we pay you for those twenty-six days besides the three hundred and thirteen days. Do I make myself understood?

Mr. STILLINGS. Yes, sir.

Mr. BRIAN. If the money is not spent it remains in the Treasury. We take from the Treasury only what we actually pay. It is very seldom that we spend the entire amount appropriated.

Mr. TAWNEY. Do you ever report the actual amount expended to Congress?

Mr. BRIAN. Oh, yes; the Public Printer's report shows that.

Mr. LIVINGSTON. Can you make a calculation, Mr. Courts, from that report, and see how much money was left in the Treasury? Is there any way to get at it?

Mr. BRIAN. Certainly, sir. We have in the Treasury approximately now, after estimating for all bills to be paid out of last year's appropriation, \$568,614.47.

Mr. LIVINGSTON. Now, come back to your estimate. Why do you estimate for three hundred and thirteen days when you know that you have not got a clerk who will work that many days, and when you know that everyone will have a furlough of twenty-six days?

Mr. BRIAN. Because we expect those people to make that amount, practically. They work overtime.

Mr. LITTAUER. What is the compensation for overtime work?

Mr. BRIAN. Night work, 20 per cent additional, and during the sessions of Congress it is possible, and we do put on men to take the place of men who have been off on these leaves of absence.

Mr. LIVINGSTON. That is what I was trying to find out. If 4,000 people have been off twenty-six days then you employ the clerks to the number of 4,000 for that number of days?

Mr. BRIAN. We have quite a number of temporary people on now, taking up that money.

Mr. LIVINGSTON. At the same time the Public Printer says you have more people down there than you need. Does not that indicate a very extravagant method of doing business down there? If you have more than you need, and those 4,000 people go on furlough and you put in people in their places, can you not save that \$350,000 easily, Mr. Public Printer?

Mr. STILLINGS. That is a hard question to answer, Colonel.

Mr. LIVINGSTON. See if you understand me; I do not want to be unfair about it. If you have more employees down there given you than you need, and the law gives you \$350,000 for twenty-six days' of leave for your entire force, can you not save that \$350,000 by refraining from appointing any more people?

Mr. STILLINGS. I do not know that we would save a matter of \$350,000, but I know that if we have a proper administration there we can secure a greater output, and that ought to offset, in a measure at least, the leave money.

Mr. LIVINGSTON. Next year, beginning in July, you estimate for that same amount. Can we not safely cut out that leave money? You estimate for a full year's work for every employee you have for 313 days. Can we not cut out that \$350,000 for leave?

Mr. TAWNEY. You know, Colonel, there is a deficiency in the appropriation for the current fiscal year, although not for that.

Mr. BRICK. Is it possible to arrange the work so that it will come anywhere near competing with ordinary private work as to the amount of cost and expense?

Mr. STILLINGS. I think it is possible to bring it down so that, even with the handicaps we have, added to the commercial prices, we will come pretty near to it.

Mr. BRICK. You do not think we can get rid of the handicaps?

Mr. STILLINGS. Some of them, but not all of them.

Mr. LITTAUER. Do you pay your clerks when on leave of absence from a separate fund?

Mr. BRIAN. Yes, sir.

Mr. LITTAUER. So that when you estimate for three hundred and thirteen days it is with a view to keep a force of men constantly employed during that time, and if any of them are away during that time you fill their places with others?

Mr. BRIAN. That is the practical way. We may not do it to-day, but we may do it next month.

Mr. LITTAUER. Have you a large number of temporary people to throw in?

Mr. BRIAN. We have at times.

Mr. LITTAUER. When the pressure of business comes on, do you have a lot of temporary people you can throw in?

Mr. BRIAN. Yes, temporary people that we have to get from the civil service, and we do get them.

Mr. LITTAUER. Do your regular employees work much overtime?

Mr. BRIAN. Some of them do.

Mr. LITTAUER. Do any of them work a day and a half for weeks along?

Mr. BRIAN. Oh, no; it is spasmodic. When an emergency case comes up, and you send something down that has got to be finished that day, then we put on extra people if we can and have men work overtime.

## PIECE WORKERS.

Mr. LIVINGSTON. Your piece workers do not work by the day, and yet you estimate for them by the day. I see your piece workers going out of there at 2 or 3 o'clock in the afternoon. Whenever they get through their piece work they get up and go out. And yet you estimate for a full day's work and draw the money for it.

Mr. BRIAN. When they go out they have done a full day's work at piece rates.

Mr. LIVINGSTON. But they have not worked eight hours?

Mr. BRIAN. No; they have earned what is considered a day's work at piecework. They have sewed so many books.

Mr. LIVINGSTON. Suppose you put them down at eight hours, like the balance of them. Why not give them eight hours' work? Why should you say four or two hours is a day's work for a pieceworker when the law says eight? What are you doing with pieceworkers there, anyway? That is what I would like to know.

Mr. STILLINGS. How was the piecework started?

Mr. BRIAN. It has been done there ever since there has been an office.

Mr. LIVINGSTON. How many pieceworkers have you in there?

Mr. BRIAN. Along about 600 or 700, I should say.

Mr. LITTAUER. Is it not a necessary division in manufacturing that there should be day hands and piece hands?

Mr. STILLINGS. Yes; it is an object for any manufacturer to have as many piece hands as possible.

Mr. LIVINGSTON. What I wanted to get at is what they do with the money for these extra twenty-six days. Is there anything in the kookkeeping that would show that?

Mr. STILLINGS. I can not find anything there about that that is intelligible to me.

## COMPARATIVE RATES OF COMPENSATION.

Mr. LITTAUER. What is the comparison of your rates of compensation and those paid outside?

Mr. STILLINGS. They are higher here right through.

Mr. LITTAUER. Twenty-five per cent higher?

Mr. STILLINGS. As a rule; yes.

Mr. LITTAUER. Is it not even 50 per cent higher?

Mr. STILLINGS. Paper cutters get \$4 a day here. In a commercial shop they would rarely get more than \$2.50 a day for nine hours, while we are paying \$4 a day of eight hours.

Mr. LITTAUER. So that the labor cost is largely and enormously excessive here in comparison with commercial work?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Do you think that would amount to 50 per cent?

Mr. STILLINGS. So far as difference in returns is concerned, that is another matter, but the difference of compensation would be—

Mr. LITTAUER. You say the returns vary from 10 to 25 per cent as compared with outside. I am trying to get the elements that go to make it up.

Mr. BURLESON. You have to take into consideration the eight-hour law and the twenty-six days' leave, and all that?

## DIFFERENCE IN THE SCALE OF WAGES.

Mr. STILLINGS. Yes. I was figuring the difference between the wages irrespective of the hours of work. The wages, I should say, would run from 10 to 20 per cent higher here. The difference in the scale of wages would run from 20 to 30 per cent, according to the nature of the work. I do not know how it would average.

Mr. LIVINGSTON. How do the wages of compositors and stereotypers compare with those paid outside?

Mr. STILLINGS. The scale here in Washington for compositors on hand work is \$18 a week.

Mr. LITTAUER. How much is that an hour?

Mr. STILLINGS. That is fifty-four hours a week.

Mr. LITTAUER. That is about 38 cents an hour. You pay 50 cents an hour in the Government Printing Office?

Mr. STILLINGS. Yes, we pay 50 cents on an eight-hour day.

Mr. LITTAUER. How is it about presswork?

Mr. STILLINGS. We are paying 50 cents an hour; that is, \$24 a week; and rarely a man doing that class of work on the outside gets over \$18 a week, though sometimes he gets \$20 a week if he is a particularly good man.

Mr. LITTAUER. Does the average man in New York get \$18 or \$20 a week?

Mr. STILLINGS. The average pressman will run at \$18 or \$20 a week, and they will be doing a much higher grade of work than we do here. An average man would get \$18 and good all-round quick worker \$20. That would be a fair average, between \$18 and \$20, depending on the qualifications of the men.

Mr. LITTAUER. What would the comparison be of proof readers? We pay here 58½ cents an hour?

Mr. STILLINGS. The average proof reader, if expert on technical work, would get, say, about \$30 a week in New York, and on ordinary work from \$20 to \$25 a week. I suppose \$25 would be a fair average. Here in Washington I think the rate is about \$20 a week. In the Government Printing Office it is \$1.68 a day. That would be \$28 per week.

Mr. LITTAUER. What would press feeders in commercial establishments earn per week, on the average?

Mr. STILLINGS. From \$9 to \$12; \$9 on small and \$12 on large presses.

Mr. LITTAUER. Now, you have given us as the items of excessive cost the hours of work as in comparison with commercial hours, and the leaves of absence and the holidays, the restricted output, or actually the real output, given by your people in comparison with outside workers, and the rates of compensation. Can you think of any other items that should be added to this list that would go to make up a greater cost of production in your establishment here than outside?

Mr. STILLINGS. I would have to answer that question as a matter of opinion and not as a matter of investigation. I find the expense of administering a department—that is, a division, as we call it—varies between the different departments. That is, I find a foreman and an assistant foreman and time clerks and others in one department, none of whom seem to be extraordinarily busy, and it seems to me one good, wide-awake, live man could do the work of three men there. That is a handicap.

## EXPENSE OF ADMINISTRATION.

Mr. LITTAUER. Your total expenditure for administration is \$383,000. That is on what total product?

Mr. STILLINGS. Something over \$7,200,000 last year.

Mr. LITTAUER. So that it would be somewhere near 5 and 6 per cent for administration. How does that compare with the expense outside?

Mr. STILLINGS. It is usually considered that a small shop will run about 8 per cent of the sales, but in a large shop from 5 to 6 per cent would be fair. The administrative comparison there is not apparently much too large in the salaries.

Mr. LITTAUER. But you have many elements omitted in Government work that are included in work which is done outside?

Mr. STILLINGS. Yes. We have no salesmen, and we have not the financial feature to keep in mind.

Mr. LIVINGSTON. And you sell so much higher from your shop than on the outside.

Mr. STILLINGS. If our sales were on the basis of outside shops that would be a high expense.

Mr. LITTAUER. The percentage would be about 60 per cent of what you do?

Mr. STILLINGS. It may not be that, but it would be considerably larger than outside. The percentage is increased in proportion to the actual value of the goods.

Mr. LITTAUER. The elements that are omitted in your work in comparison with their work, the commercial work, would add another considerable proportion to it, a third or a half.

Mr. STILLINGS. It would add very materially to it, depending upon the class of work.

Mr. LITTAUER. Now, the character of work that you produce in the Government Printing Office is fairly uniform in size and quality? Or does the Government service demand all sorts of exceptional work that add greatly to the cost?

Mr. STILLINGS. With very few exceptions the work seems to be remarkably uniform. We might almost say that the Government Printing Office is in a large sense a specialist, because the work is laid out in uniform size and style, mostly in octavos and quartos. That is, outside of our job work, there is very little there but what is of the simplest routine character—work that men once trained to do ought to be able to handle quickly and accurately, and without the confusion that comes to a commercial shop or a publishing establishment where the vagaries of the authors and other features enter into the proposition. In other words, it was suggested by printers in New York that this was the softest kind of a snap from a business standpoint, because all those features are eliminated and we have got it all down to the A B C of printing and binding.

Mr. LITTAUER. Have you any further remarks or explanations that you desire to make in connection with this one topic?

Mr. STILLINGS. No, sir; I think we have covered the ground pretty thoroughly.

## MEDICAL DIRECTOR.

Mr. LITTAUER. Then, we will go along. I notice you have a medical director in your office?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. What does he do?

Mr. STILLINGS. He is to look over those people who are constantly ailing and who were in the habit of bringing in all kinds of doctors' certificates previous to my administration, relieving them from work.

Mr. LITTAUER. You find that his services work to the betterment of conditions there?

Mr. STILLINGS. They are beginning, too, quite materially.

Mr. LITTAUER. Is this a recent appointment?

Mr. STILLINGS. Yes. May I mention my reason for creating that place?

Mr. LITTAUER. Certainly; we should be glad to have it.

Mr. STILLINGS. I found our emergency hospital, as we call it—a small place with a little cot in it—in the hands of a compositor who had charge of it, and it was his duty, or he had solicited the privilege, of looking after people who were taken suddenly ill; and in a big place like that there are cases every day when men and women become suddenly ill, and sometimes there are physical accidents, and those people have to be taken care of temporarily.

This gentleman, this compositor, would be working at the case and would suddenly be called upon to attend to a wound, for example. If he is setting type and handling lead and with the poisonous material on his hands would attempt to dress a wound without first taking time to wash his hands, and not sterilize them, it would be a serious matter for the wounded person if the poisonous material should get into the wound. The patient would either have to wait until the compositor had sterilized his hands before he received treatment or else would have to undergo the risk of being poisoned. I figured it out that under that system it was impossible for the doctor to do two things at one time. His separate duties tended to confuse him. I therefore appointed an outright medical director for that work, and propose to eliminate from the force, through his examinations, those people who are not physically able or who, through any method of living, are not able to render a fair return to the Government for the money they receive, believing we would get a fairer return for our money than was done under the old basis.

Mr. BRICK. Have you ever investigated the doctors' certificates when people are sick?

Mr. STILLINGS. I have had the medical director do that. He goes to the person's house and finds out, for example, whether the person is sick or whether he is under medical care.

Mr. BRICK. Can you do that fairly well, or not?

Mr. STILLINGS. Do you mean am I getting reliable information?

Mr. BRICK. Yes.

Mr. STILLINGS. I believe I am.

Mr. BRICK. Can you cover largely all that happens in that regard?

Mr. STILLINGS. Yes; we can cover it quickly and promptly, and get at the truth of the matter.

Mr. BRICK. I was going to ask you if sick leave was not somewhat of a handicap also?

Mr. STILLINGS. We have no sick leave there. My reason for insisting on these people attending to their business was that no foreman could be depended upon to get out his work if he has a set of weak backs that are out when they ought to be there. We do not want such people there. That was the object in getting the medical director.

Mr. LIVINGSTON. What is the moral effect of it?

Mr. STILLINGS. I think it is well worth the price paid, many times over. Many people who are bluffing will stop it and either get in line or withdraw from the force, and then we can replace them with other people who will do good faithful work.

#### TELEPHONE OPERATOR.

Mr. LITTAUER. You have a large telephone exchange in the building, with a switchboard?

Mr. STILLINGS. Yes, sir; and interior equipment all over the building, with nearly a hundred stations.

Mr. LITTAUER. I notice you pay your telephone operator—that means the switchboard operator—a hundred dollars a month.

Mr. STILLINGS. Yes.

Mr. LITTAUER. How would that compare with the pay in a large commercial establishment?

Mr. STILLINGS. I think for a place such as that that is not an excessive salary.

Mr. LITTAUER. A hundred dollars a month?

Mr. STILLINGS. For a thoroughly competent operator it is not an extravagant salary, but it is a very good one for the service.

Mr. LITTAUER. This switchboard service consists of putting in and pulling out plugs?

Mr. STILLINGS. Yes; we paid \$600 in New York City for such service. It was one of the busiest stations in the city. That had four trunk lines and we have eight or nine here.

Mr. LITTAUER. How many calls had she? Was she as busy as this girl is?

Mr. STILLINGS. Yes, fully as busy. We paid her \$600—

Mr. LITTAUER. For ten hours' work, while the operator in your office here receives \$1,200 for eight hours' work, with thirty days' sick leave?

Mr. STILLINGS. It is a good salary. I would not say it is too much for an extremely competent operator.

Mr. LITTAUER. How would you compare it?

Mr. STILLINGS. The comparison is not in her favor; decidedly not.

Mr. BRICK. You can live just as cheaply here as in New York?

Mr. STILLINGS. Fully as cheaply.

#### JANITORS.

Mr. LITTAUER. I would like you to explain what are the duties of the laborer in the chief clerk's office who receives \$950 a year?

Mr. BRIAN. That is the janitor, who cleans up all the offices—all the clerical offices—and desks, and fills the inkstands, and so on.

Mr. LITTAUER. He is the janitor of your office?

Mr. BRIAN. Yes; and of the Public Printer's office and of the clerical offices.

Mr. LITTAUER. He has an assistant at \$854.

Mr. BRIAN. The two of them care for the offices of all the clerical force.

Mr. LIVINGSTON. How many offices?

Mr. BRIAN. About twelve.

Mr. LITTAUER. How does that compare with the other offices?

Mr. BRIAN. It is higher.

Mr. LITTAUER. In other Departments the janitors get \$600 and \$720. Now, you have stated to us the compensation of the laborers and compared their salaries with those employed in other Departments of the Government. Who settled the compensation of these laborers? Who did it in the past?

Mr. BRIAN. The Public Printer has done that right straight through.

Mr. LITTAUER. And you have not yet taken up the revision of any salaries?

Mr. STILLINGS. No, sir.

Mr. LITTAUER. Have you discharged any clerks in your office?

Mr. STILLINGS. No, sir; we have had no discharges among the clerks.

#### DOORKEEPERS.

Mr. LITTAUER. I notice you have certain doorkeepers and assistant doorkeepers at \$3.20 and \$3.00 per day. What are their duties?

Mr. STILLINGS. That force is used largely to show visitors through the building and explain the different processes of the work. The head doorkeeper remains in the corridor and receives people, and keeps general guard over the front entrances. The helpers he has there take the people through the works. That is their principal duty.

#### TIME ROOM.

Mr. LITTAUER. Now, you have what is called the time room. Is the record of the time of all the employees kept there?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Is it kept automatically, or otherwise?

Mr. STILLINGS. We have timekeepers in each of the divisions, who fill in the slips each morning at the time these people come in and file them in the time room.

Mr. LITTAUER. What are the duties of this man who receives \$2,000?

Mr. STILLINGS. It is his duty to examine the expense of time, and classify properly night and day work, and see that the proper classification is made for overtime for those manufacturing divisions required to work on Congressional and other special work.

Mr. LITTAUER. Is not that purely routine work? He does not examine into whether the reports made to him are genuine or not. He simply takes that record as a bookkeeper; has their examination and rate of compensation, and multiplies and finds out the daily compensation?

Mr. STILLINGS. It is simply routine work.

#### TELEGRAPHER.

Mr. LITTAUER. And he has there six clerks aiding him in that work, together with a telegrapher? What does he do?

Mr. STILLINGS. He is a clerk in his office, and in addition to clerical work he performs special work on a telegraph wire. We use him as a clerk and also as a telegrapher.

Mr. LITTAUER. He is paid \$1,420 a year. What kind of service does he render for \$1,420?

Mr. BRIAN. He is a clerk. He works along with the other clerks until something has to be done on the wire, and then he attends to that.

#### INSPECTOR OF PAPER AND MATERIALS.

Mr. LITTAUER. My observation would simply be that the rate of compensation here is rather different from that paid in the average bureau of the other Departments of the Government. Now, is this inspector of papers and material a statutory office?

Mr. STILLINGS. Yes, sir; it is.

Mr. LITTAUER. What does he do?

Mr. STILLINGS. When the different shipments of paper come in, it is his duty to take samples and test them with acids, and examine them and see that they are fully up to the standard, and to examine the cases and see that they contain the proper amounts; and that the proper number of cases have been received when the goods come, and generally to see that the contract has been lived up to, not only as to the quantity, but also as to quality and finish.

Mr. LITTAUER. How often is he occupied?

Mr. STILLINGS. It seems to take most of his time to take care of the different shipments that come in, because these tests have to be made very carefully, not only with acids, but with the Mullen tester, to test the tensile strength.

Mr. LITTAUER. Is his office in your bureau?

Mr. STILLINGS. Yes. As compared with other functions, if he is doing his work properly, that is not to be considered a high price.

#### CUSTODIAN FORCE.

Mr. LITTAUER. I will not attempt to take up the various salaries paid to the chiefs of divisions and assistants. I notice the superintendent of your building and chief engineer receives \$2,000, and the chief electrician, \$2,000, and the superintendent of paper warehouse, \$1,956. What does he have to do? He is the stock keeper?

Mr. STILLINGS. Yes, sir. With one exception I will say this, in justice to the chief engineer of the building, I found there was a superintendent of the old building at \$2,000, and the superintendent of the new building at \$2,000 was vacant. The chief engineer had been acting as superintendent of the new building when I came there, and there were several applicants for superintendent of the new building, and I appointed the engineer as superintendent of the new building and abolished the place of superintendent of the old building, and assigned the man who had that position to the watch force, and put the duty of superintendence entirely on the chief engineer, so that he is looking after all those duties.

Mr. LITTAUER. I notice you have a watch force here of a captain, 5 lieutenants, and 74 watchmen, a total of 80. What are their duties?

Mr. STILLINGS. They guard all the entrances to the buildings and various points in the buildings where there is much passing to and fro, in three shifts of eight hours each. They have the old and new buildings to look after, besides the stable and the L street warehouse.

Mr. LITTAUER. You think a force of that size is necessary for that work?

Mr. STILLINGS. I can not tell you, sir, without a personal examination into it.

## LIBRARY.

Mr. LITTAUER. Now, I want to come finally to the office of superintendent of documents and library. You have a library?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. You have a librarian?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. What are his duties?

Mr. STILLINGS. He takes care of a small circulating library in the old building for the use of the employees. He has a circulating library there.

## OFFICE OF SUPERINTENDENT OF DOCUMENTS.

Mr. LITTAUER. Now we come to the office of superintendent of documents. It has a superintendent at a salary of \$3,000, and there is clerical help there that costs the Government \$47,500 a year?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Have you thoroughly familiarized yourself with that?

Mr. STILLINGS. In a general way I have looked over the conditions there, and at the present time the superintendent of documents is suspended for irregularities. There is an acting superintendent of documents in charge. The duties which they are performing, as my attention has been called to them, are practically the same, or the purpose they are endeavoring to carry out is somewhat the same, as that of the Librarian of Congress.

Mr. LITTAUER. You find, then, that there is duplicated under the superintendent of documents a library of public documents similar to the one kept in the Library of Congress?

Mr. STILLINGS. I have been so informed, and I think from correct and reliable sources.

Mr. LITTAUER. The superintendent of documents receives a certain number of Government publications. He distributes them according to law and then he has a surplus for sale?

Mr. STILLINGS. Yes, sir.

## PRINTING AND BINDING FOR THE SUPERINTENDENT OF DOCUMENTS.

Mr. LITTAUER. It seems in practice, however, that he can call upon the Public Printer for as much more material as he may desire. In other words, if his allotment of a certain number of copies is so many and he thinks he can sell three to five thousand copies more, he calls on your department for that additional number?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Without restriction?

Mr. BRIAN. The law gives him the power to call upon the Public Printer for such number of copies as he thinks he can dispose of, but the Public Printer in certain cases has refused to furnish them.

Mr. LITTAUER. Where do you find that law?

Mr. BRIAN. I can not give it to you now, offhand, but—

Mr. TAWNEY. Is it discretionary under the law for the Public Printer to comply with his requests or not?

Mr. BRIAN. No; I think the law says he shall. It is mandatory.

Mr. TAWNEY. It is mandatory, then?

Mr. BRIAN. I think so.

Mr. LITTAUER. It seems to me that the only law that I know of, at least, under which he has this privilege, is in section 66 of the printing law.

Mr. BRIAN. Excuse me, there is an amendment later than that which he is acting under. There is a resolution that he is acting under passed in the last two years. I can get it for you in a moment.

Mr. LITTAUER. A joint resolution?

Mr. BRIAN. I think it was a joint resolution. It is an act of Congress, anyhow, signed by the President.

Mr. LITTAUER. Will you communicate to us in a letter, stating the authority that he is acting under, in reference not particularly to the sale of documents, but his right to call upon the Public Printer for what he may deem proper?

Mr. BRIAN. Yes, sir.

Mr. LITTAUER. The law, as I find it, reads:

That the Public Printer is authorized and directed, upon the requisition of the superintendent of documents, to do such printing and binding as are required by his office—

Mr. LITTAUER (continuing)—

Mr. BRIAN. But this has no reference to what we are talking about—

to be charged against the appropriation for printing and binding for Congress.

#### CLERICAL FORCE UNDER THE SUPERINTENDENT OF DOCUMENTS.

Mr. LITTAUER. Now, leaving that phase of the problem for a moment, have you looked into this office to determine whether that enormous amount of clerk hire is required there or not?

Mr. STILLINGS. I have, in a general way. It appears to me if the work is to be done properly it needs a force, but not so large a force as that. The superintendent of documents that I found there was a man evidently put there to find a place for him. He was not conversant with the details of his office. He was not attending to his business. He had outside interests, which are bad for any man handling money. Those I looked up and followed out, in order to be sure. The result was that his force was disorganized. They did not attend to their duties properly, and it was about as near being in a chaotic state as one could imagine. Here and there were some faithful people, but they seemed to have met with no encouragement, and the general supposition was that "everything went."

A certain party there preferred charges against the superintendent for irregularities, and he is now under investigation; and so far, we have struck a good many things that were under the surface and quite surprising. He has allowed—for what reason I can not fathom, unless it be to make a good impression—a tremendous lot of stuff to accumulate there and to occupy floor space. At a casual glance it appears unnecessary. There are a great many clerks there who, I think, in a general way, are unnecessary. I detailed a man, the most active man I could find there, at \$2,000 to act as acting superintendent.

Mr. LITTAUER. Will you state to me how many characters, or varieties, of work are performed in that division? First, is the work of

distributing documents, the selling of documents, and the formation of certain indexes required by law?

Mr. STILLINGS. Yes, and he publishes a catalogue, an annual catalogue. It is published at the end of each Congress. He does publish it that way, although the law says it shall be published annually. In addition to that, he publishes a document index, which covers a portion of the ground of the catalogue. In addition to that, for the purpose of reference, he maintains a reference library, which is a very valuable thing, and contains all those various documents—

Mr. LITTAUER. Which is a duplication of the Congressional Library?

Mr. STILLINGS. Yes, sir; I understand it to be so.

Mr. LITTAUER. How many of these clerks are employed in indexing and cataloguing and that branch of his work?

Mr. STILLINGS. I should say certainly 15 or 20, possibly, engaged in that work and answering correspondence.

Mr. LITTAUER. I mean the clerical work of taking care of this library, and the cataloguing, and taking care of what comes to it?

Mr. STILLINGS. I should say there were 10 people doing that work; that is, they are doing part of each kind, according to the pressure at the time.

Mr. LITTAUER. You think on an average about 10 clerks are engaged on that work?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Is the sales force separate from the ordinary Congressional distributing force, or do they work together?

Mr. STILLINGS. They seem to be separate. They have their own offices there.

Mr. LITTAUER. How much of a force is there in connection with this sales bureau?

Mr. STILLINGS. There are either eight or ten more in that department.

Mr. LITTAUER. There is a total force there of 45?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Then the other 25 would be engaged in the distribution of books?

Mr. STILLINGS. Presumably.

Mr. LITTAUER. Does the statement you have given here as to the office of the superintendent of documents include the labor force?

Mr. STILLINGS. That includes everybody there.

Mr. LITTAUER. Does that include the folding of these documents?

Mr. BRIAN. Everything; yes, sir.

Mr. LITTAUER. Folding and wrapping and mailing?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. That force disposes of all the documents?

Mr. STILLINGS. Yes, sir; it handles everything.

Mr. LITTAUER. Have you gone into these three divisions, of the distribution, sales, catalogue and indexing, to a point where you would want to make a recommendation about their future conduct?

Mr. STILLINGS. No, sir; I have not. We have got to do that as soon as the Treasury Department clears up the books. We have no inventory of the stock on hand there at present. There are tons and tons of books there, and no inventory of them; and no record, no stock taking.

Mr. LITTAUER. When these books are delivered to the superintendent of documents is any charge made?

Mr. STILLINGS. It is purely optional with him as to what he receives. There is no charge made to him.

Mr. TAWNEY. Is there any person in your department who makes a charge to him when he delivers this stuff to him?

Mr. STILLINGS. That is one of the first questions I ask there: "Where is this stock sheet?" The answer was: "It has never been clearly defined as to whether or not the superintendent of documents was in a class by himself, or under the Public Printer, or where." I put him under the chief clerk, and that brought things out. They let him be independent before.

Mr. LITTAUER. In practice, the Government Printing Office honored all his requests and does not know what became of it afterwards?

Mr. STILLINGS. That has been the practice. No record was kept.

Mr. TAWNEY. Now, I would like to ask you a question. When the office of superintendent of documents in the Bureau of Public Printing was created, it was to take the place of the public document division in the Department of the Interior? I would like to ask you whether that bureau or division in the Interior Department, known as the document division, has again been restored?

Mr. STILLINGS. I will ask Captain Brian to inform you on that point.

Mr. BRIAN. The superintendent of documents has been restored in the Interior Department.

Mr. TAWNEY. It has been restored?

Mr. BRIAN. Yes; I do not know what his duties are, but an act of Congress restored him.

Mr. TAWNEY. Without defining his duties?

Mr. BRIAN. They provided for his salary in an appropriation bill.

Mr. TAWNEY. Have you any knowledge as to what his duties are?

Mr. BRIAN. No, sir; he had at that time some census reports to distribute.

Mr. TAWNEY. When was this restoration of the office?

Mr. BRIAN. Either at the same session when the printing act was approved, January 12, 1905, or at the following session.

#### BRANCH PRINTING OFFICES.

Mr. LITTAUER. I would like to ask your attention for a moment in connection with the branch printing offices that are found here. What control of them have you? You furnish the means and the tools for them to work with?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Are they paid the same compensation?

Mr. STILLINGS. Yes, sir; they are practically under the control, each, of the foreman of that division. He makes returns to the office for time and makes requisitions for material, the same as in the main printing establishment.

Mr. LITTAUER. He takes the orders for printing from whom?

Mr. STILLINGS. From the different bureaus where he is assigned for special and rush work, and for the work known to the trade as job work—letter heads, and cards, and small blanks, and things of that sort.

## DETERMINATION OF CHARACTER OF BINDING.

Mr. LITTAUER. In connection with the binding work, who determines the character of the binding?

Mr. STILLINGS. I shall have to ask the Captain to explain that.

Mr. BRIAN. Mostly the customers. The Departments designate how the books are to be bound, how the edition is to be bound. Members of Congress, sending their books there to bind, indicate how they are to be bound. If that is not done the foreman of binding exercises his discretion.

Mr. LITTAUER. But as a rule you receive the order, how it is to be carried out and bound?

Mr. BRIAN. Yes.

Mr. STILLINGS. In certain work the style is clearly specified.

Mr. LITTAUER. Then as to this volume that I find here [indicating], called "The Lists of the Library of Congress," who would determine how that was to be bound?

Mr. STILLINGS. That is, a duplicate volume to match this, do you mean?

Mr. LITTAUER. I suppose the whole edition is turned out in that way.

Mr. STILLINGS. Usually the customer specifies the style of binding he wants, which may be in harmony with something he has had previously.

Mr. LITTAUER. You have nothing to do with whether this is to be bound in full leather or otherwise?

Mr. STILLINGS. If he specifies Turkey morocco we have no discretion.

## BRANCH PRINTING OFFICES.

Mr. LITTAUER. What supervision have you of the men detailed to these various branch offices beyond the fact that you appoint the foremen and the foremen see that the work is properly done?

Mr. STILLINGS. Practically none beyond the fact that we see they make return of the work they do. But I find no systematic method of investigating what they do. They are left practically to their own devices.

Mr. LITTAUER. So that if a man should let his branch printing office run loosely you would have no control over that?

Mr. STILLINGS. Not unless my inspector reported to me or the officers of the Department complained of his negligence.

Mr. LITTAUER. Have you inspectors?

Mr. STILLINGS. No, sir. Heretofore there has been no supervision except as the foreman of printing chose to give it.

Mr. TAWNEY. Who determines the work that is necessary to do?

Mr. STILLINGS. That is left to the foreman of that branch.

Mr. LITTAUER. Is his experience broad enough to tell whether or not things are necessary? They are all right here in Washington?

## PROPOSED CONSOLIDATION OF BRANCHES.

Mr. STILLINGS. My opinion is that it would be in the interest of economy to bring every one of those branches into the main office. I think some arrangements will have to be made as to each clerical

force—that is, as a salesman would go for a large customer to get his orders quicker, I think it would be necessary to maintain certain employees to communicate between the Departments that now have these branch offices and the central plant.

Mr. LITTAUER. Do they do special work different from the work of the main office?

Mr. STILLINGS. No, sir; that is what our job division does, mainly for Congress.

#### CONFIDENTIAL WORK.

Mr. LITTAUER. How do you handle your confidential work? Is it done in the main office or at the branch offices?

Mr. STILLINGS. Some of it for the Departments is done there in the main office. The work for Congress and for the President's message is assigned to men known to be trustworthy, and the copy and proofs are kept under the supervision of those foremen known to be trustworthy, and the copy and type and plates and proofs and other necessary parts are kept in locked vaults.

Mr. LITTAUER. There would be no reason for a branch office to be continued merely to do confidential work? That has worked out satisfactorily at the main office?

Mr. STILLINGS. Yes, sir; it has worked satisfactorily. There is absolutely no reason for it.

Mr. LITTAUER. Have you any idea of the increased expense in connection with the conduct of these separate plants?

Mr. STILLINGS. No, sir. It would be impossible to tell that without going over the last year's records and comparing them. It would be difficult to compare except in a general way; but I know it does not pay to spread out your different departments. You can always do better when you have them compact. It would be better for us to send our salesmen to the different branches, one, two, or even three or four times a day, to get this copy and bring it back to the main office, and attend to all that sort of work, and then abolish the branches and consolidate them in the central establishment.

Mr. TAWNEY. I understand over a hundred men are employed in the branch printing office of the Interior Department?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. Do you imagine, if that branch were taken over by you into your establishment and consolidated with the main office, that it would require that force of men to do the work in the Interior Department?

Mr. STILLINGS. I do not think there is any such number as that, 100, employed in the Interior Department branch office, but—

Mr. TAWNEY. I think I was told some time ago that there were in the neighborhood of a hundred in that branch office.

Mr. STILLINGS. I think it is something like 20 or 25. But taken as an abstract proposition for any of the Departments, if the work were consolidated in the main office, in the five different departments here, each of the branches now having a \$2,000 foreman, with his assistants, you would be able to get it under the direction of one or two foremen; and right there you would get your economy, and you could draw in the machinery and reequip and enlarge our job division to handle that work much more economically than it is done now.

## EMPLOYEES 70 YEARS OF AGE AND OVER.

Mr. TAWNEY. I notice, Mr. Stillings, that you report some 79 people in your establishment who are 70 years of age and over?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. Do you think it would impart efficiency to the force and result in economy if Congress should require a reduction in the salary of those who are 65 years of age and over, and ultimately separate them from the service entirely?

Mr. STILLINGS. In a majority of cases; yes, sir. But there are individual cases where men are unusually vigorous—say a proof reader, for instance, when his mental abilities are right up to the mark; and in this case he should be judged according to the quality and quantity of work he produces rather than by his age.

Mr. BURLESON. That is an exception to the rule?

Mr. STILLINGS. Yes; that is an exception to the general rule. But otherwise in general cases it would be a relief to the office.

## PRINTING FOR CONGRESS AND THE DEPARTMENTS COMPARED.

Mr. LITTAUER. Now, as to the work between the Departments and Congress—does not your work come largely from Congress?

Mr. STILLINGS. Our records, I believe, show that the largest portion of it is departmental work.

Mr. LITTAUER. What do you mean by the largest portion of it—75 per cent?

Mr. STILLINGS. The greatest users are the Departments.

Mr. LITTAUER. The Departments use more than Congress?

Mr. STILLINGS. Yes, sir.

Mr. LIVINGSTON. Notwithstanding they have branch offices?

Mr. STILLINGS. Yes, sir.

Mr. LIVINGSTON. The Treasury Department also has a branch office. Does it send work to you?

Mr. STILLINGS. Yes; there is work they can not do.

Mr. TAWNEY. Including the work of the branch offices and the work you do for the Departments, is the work of the Departments greater than the work of Congress?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Do you mean to say that at the main central office you do more work for the Departments than for Congress?

Mr. STILLINGS. I would not say that. I am taking it over all. So far as the work in the Office goes, I can not tell you that positively.

Mr. LITTAUER. How much of your work is necessary to be performed in a quick fashion, where celerity is a matter of importance?

Mr. STILLINGS. Most of our rush work that we get in our office comes from Congress when it is in session—these different bills, and documents, and other matters that have to be gotten out in a hurry. With the departmental work we have, with a few exceptions, a reasonable time in which to do it. It can be done as a rule through the day.

Mr. LITTAUER. Now, the work that requires celerity is in connection with the work which you receive from Congress?

Mr. STILLINGS. Largely so; yes, sir.

Mr. LITTAUER. We have never had to have a branch printing office here in order to get that through quickly. Do you think the branch

offices enable the Departments to get through with their work with more celerity than it could be done at the main office?

Mr. STILLINGS. No, sir.

Mr. LITTAUER. So that there is no point or reason in having branch offices in the Departments based upon the idea of getting out the work quickly, or having it done in more confidence than in the main office?

Mr. STILLINGS. No, sir. My experience in the commercial field has been in serving large corporations, where things had to be done sometimes in two hours on a jump, and under such circumstances I know that it is possible by compact organization and quick messenger service to give better service through the main office than could be given at the branch offices.

Mr. LITTAUER. I notice here that the total amount appropriated is practically \$6,000,000 for the public printing and binding, of which for the printing and binding for Congress, including the proceedings and debates and for rents, \$3,085,645.82 is given for the current year, so that actually Congress gets more than half of the total appropriation.

Mr. STILLINGS. I will have to explain that by saying that, not being familiar with the methods of these appropriations, and the reason why these different assignments are made, I probably made a misstatement, made from the actual standpoint in this respect, that work, much of it, taken for the Departments, is charged to Congress. That has been brought out through these reports of the printing committee. Much of this work is charged to Congress—that is, the original initial cost of compensation and plates of that work is debited to Congress, and then later there is a reprint for the Departments. That is what puts the Congressional printing up, although really it is for the Departments and not for Congress.

Mr. TAWNEY. Suppose, to give an illustration, the President transmits a report here from any one of the Departments with his message. Then it is ordered printed. Then that is Congressional printing, and is charged to the appropriation for the printing done for Congress, is it?

Mr. STILLINGS. Yes, sir.

Mr. TAWNEY. Now, if there is a reprint of that document ordered by the Department subsequently it is charged to the Department and is a Department appropriation?

Mr. STILLINGS. Yes, sir.

Mr. BURLESON. But the bulk of the cost is the first printing of it?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. I notice that the Treasury Department this year has an appropriation of \$320,000. Would that amount include the amount expended in the branch office?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. It would include everything? It would include everything that the Treasury Department has to draw upon you, and of course you pay every expense in connection with the branch office except the rent?

Mr. STILLINGS. Yes, sir.

Mr. LITTAUER. Have you room enough in your great new building there to do all this work?

Mr. STILLINGS. Not at the present time and with the present layout; but with an intelligent diminution of the material there that has been supplanted by typesetting machines, I believe we have, or would have.

Mr. LITTAUER. You mean by a rearrangement you could have room enough?

Mr. STILLINGS. Yes; with a rearrangement and a proper appreciation of floor space, which has not been shown heretofore, that would be made possible.

PRINTING FOR THE SUPERINTENDENT OF DOCUMENTS.

Mr. LITTAUER. Mr. Stillings, I notice here what must have been called to your attention, that in connection with the authorization of the printing of 3,000 copies of the Special Report on Diseases of the Horse and 1,500 copies of the Special Report on Diseases of Cattle, there is a further authorization:

And the superintendent of documents is hereby authorized to order reprinted, from time to time, such public documents as may be required for sale, such order for reprinting to be subject to the approval of the Secretary or head of the Department in which such public document shall have originated: *Provided*, That the appropriation for printing and binding shall be reimbursed for the cost of such reprints from the moneys received by the superintendent of documents from the sale of public documents.

Mr. COURTS. That, in effect, confiscates all the sales from that establishment down there.

Mr. LITTAUER. Has the result of this resolution practically been that all the returns from the sales of documents are reimbursed to your bureau, so that you can reexpend that money in further work for this kind of publications?

Mr. STILLINGS. I will ask Captain Brian to explain our method of handling those.

Mr. BRIAN. Since that act was passed all sales of the superintendent of documents, under that section, have been deposited in the Treasury to the credit of public printing and binding, and have increased our appropriation that much.

Mr. LITTAUER. How much did it increase it in the last fiscal year?

Mr. BRIAN. I can not tell.

Mr. LITTAUER. Is any separate record of it kept?

Mr. BRIAN. Oh, yes. I can tell you later, when I consult the records in our office.

Mr. LITTAUER. I wish you would inform us, then, for every six months since this resolution was passed.

Mr. BRIAN. Very well.

Mr. TAWNEY. Now, Captain Brian, have you any method of accounting that enables you to determine, when the superintendent of documents asks for a reprint out of this fund, whether or not he has exceeded or not exceeded that particular fund? Is there any way whereby your office can tell whether or not, in the reprint of those books which this resolution authorizes him to reprint, he has or has not exceeded the funds out of which the resolution says the payment for that work must be made?

Mr. BRIAN. We do that work out of a general fund.

Mr. TAWNEY. So that you do not know, then, whether he has exceeded or not exceeded the appropriation under this resolution of the money that is available for the reprint of such documents as are specified from the receipts of the sales of those documents? You have no way of knowing whether he exceeds that appropriation or not?

Mr. BRIAN. He has no way of knowing whether it exceeds the general fund before he sells the books. After he sells the books he deposits the amount in the Treasury to the credit of public printing and binding.

Mr. TAWNEY. But you have no way of knowing whether he exceeds the amount in the fiscal year or not, have you?

Mr. BRIAN. We keep the accounts there; yes, sir.

Mr. LITTAUER. He can draw on you for any documents that he believes are necessary within the limit of your total expenditures by Congress, which is over \$8,000,000?

Mr. BRIAN. That is an extreme case.

Mr. LITTAUER. Yes; but it is the only limit, is it not?

Mr. BRIAN. It is the only limit, if the Public Printer would give it to him.

Mr. LITTAUER. That is the only limitation that I can gather from the statute. Then, of course, the amount available to the Public Printer is increased by the amount of money derived from those sales?

Mr. BRIAN. Yes. That is vicious legislation.

Mr. LIVINGSTON. Did it originate in the House or Senate? [Laughter.]

Mr. BRIAN. In the House, I think, sir.

Mr. LITTAUER. If there are no further questions, we are much obliged to you, Mr. Public Printer.

Mr. STILLINGS. Thank you. My only regret, gentlemen, is that my limited knowledge prevents me from giving you further information at this time.

Mr. TAWNEY. We will give you ample opportunity when the sundry civil bill comes up a little later.

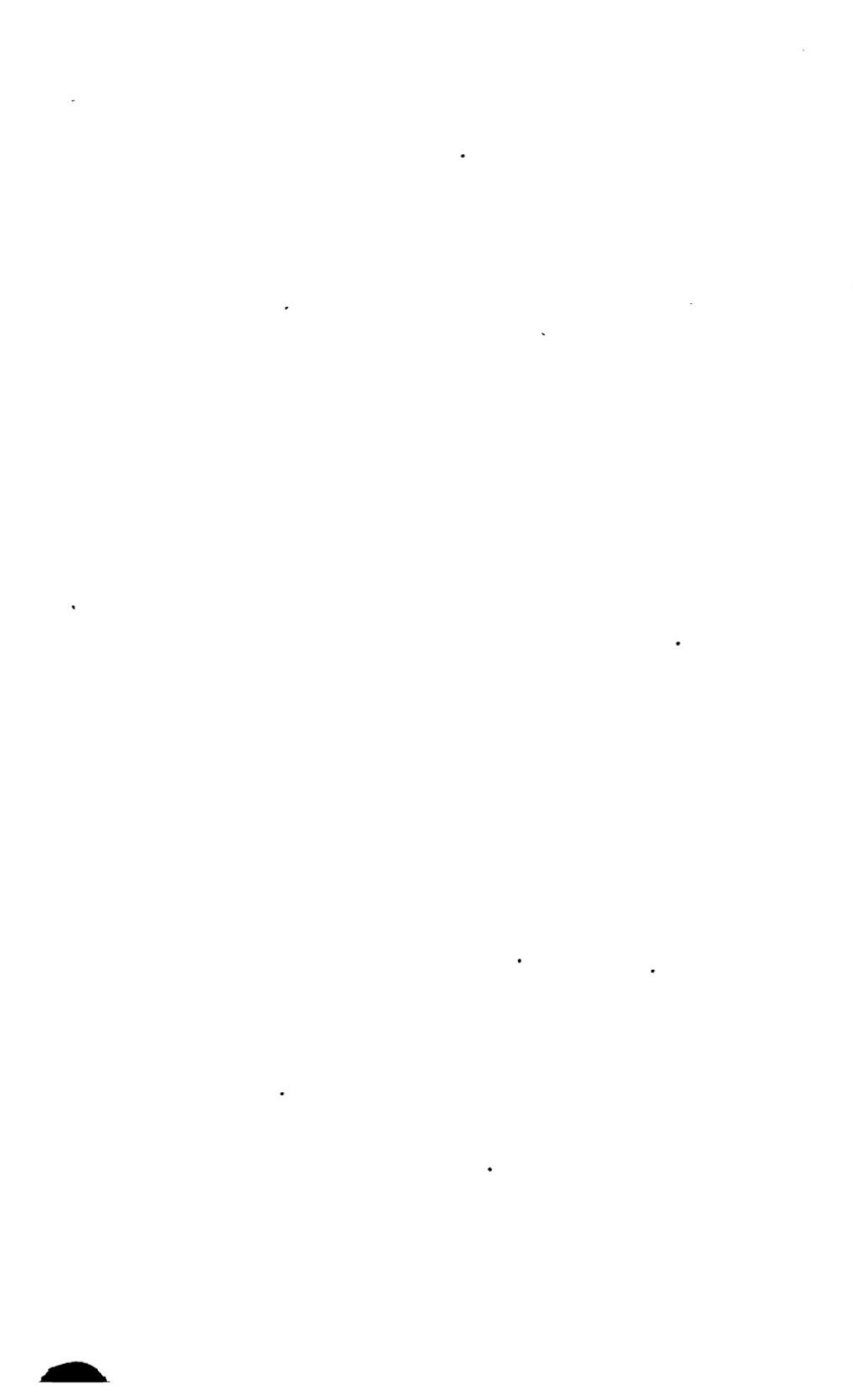
[Resolution quoted by Mr. LITTAUER.]

[PUBLIC RESOLUTION—No. 11.]

JOINT RESOLUTION authorizing the reprinting of certain documents to be sold by the superintendent of documents.

*Resolved by the Senate and House of Representatives of the United States of America in Congress assembled,* That there shall be printed three thousand copies of the Special Report on Diseases of the Horse and fifteen hundred copies of the Special Report on the Diseases of Cattle, for sale by the superintendent of documents under the provisions of section sixty-one of an act providing for the public printing, binding, and the distribution of documents, approved January twelfth, eighteen hundred and ninety-five; and the superintendent of documents is hereby authorized to order reprinted, from time to time, such public documents as may be required for sale, such order for reprinting to be subject to the approval of the Secretary or head of the Department in which such public document shall have originated: *Provided*, That the appropriation for printing and binding shall be reimbursed for the cost of such reprints from the moneys received by the superintendent of documents from the sale of public documents.

Approved, March 28, 1904.



# INDEX.

---

	Page.
<b>Acting Inspector-General .....</b>	332
<b>Adams, Cyrus F.....</b>	265
<b>Ainsworth, F. C.....</b>	325
<b>Akins, T. J.....</b>	314
<b>Allen, James.....</b>	335, 343
<b>Allen, F. I.....</b>	428, 476, 478
<b>Andrews, W. E.....</b>	203
<b>Army officers, chiefs of divisions.....</b>	341
<b>Assay offices .....</b>	294
<b>Assistant treasurers at—</b>	
Baltimore, Md .....	309
Chicago, Ill.....	310
Cincinnati, Ohio.....	311
New York, N. Y .....	312
San Francisco, Cal.....	312
<b>Assistant Attorney-General.....</b>	558
<b>Assistant Chief Signal Officer.....</b>	335, 343
<b>Assistant Commissioner Land Office.....</b>	429
<b>Assistant Chief of Engineers.....</b>	375
<b>Assistant Chief of Ordnance.....</b>	366
<b>Assistant Director Bureau of Engraving and Printing.....</b>	285
<b>Assistant Secretary of the Treasury .....</b>	309
<b>Assistant Secretary of War.....</b>	320
<b>Assistant Register of the Treasury .....</b>	265
<b>Assistant Treasurer of the United States.....</b>	253, 265
<b>Auditor for the Interior Department:</b>	
Details .....	235, 238
Expert examiner.....	239
Increase of salaries .....	233
Pay rolls .....	236
Unnecessary clerks .....	235
<b>Auditor for the Navy Department:</b>	
Additional labor force .....	215
Aged clerks.....	212
Double review of accounts .....	216
Increase of force .....	211, 215
Law clerk .....	211
Presidential orders respecting pay .....	216
Assorting and checking division .....	248
Details and transfers .....	251
Law clerks .....	247
Skilled laborers .....	248
Temporary clerks .....	252
Traveling accountants .....	249
<b>Auditor for the Post-Office Department .....</b>	247
<b>Auditor for the State and other Departments :</b>	
Condition of work .....	245
Details .....	245
Disbursing officers .....	243
Expert examiner.....	240, 244

	Page.
Auditor for the Treasury Department:	
Aged clerks .....	205
Amalgamation of clerical forces .....	203
Character of force .....	203
Increase in work .....	204
Liquidation division .....	204
Promotions .....	204
Auditor for the War Department:	
Details and transfers of clerks .....	208
Employees 70 years of age and over .....	210
Automatic compass-engraving machine .....	394
Automobile service, House of Representatives .....	494
Banks, failed .....	275
Barbers, House of Representatives .....	28
Bonaparte, Charles J .....	233, 314, 383, 401, 482, 487
Boyd, Allen R .....	96
Brian, Henry T .....	660
Brown, William W .....	211, 221
Brown, Chas. S .....	660
Browne, A. B .....	646
Browning, W. J .....	494
Bromwell, Charles F .....	380
Bureau of Engraving and Printing .....	285
Bullion and coin, freight on .....	293, 294
Card indexes, Library of Congress .....	87, 88
Capitol police .....	14
Casson, Henry .....	13
Caine, Alexander C .....	558
Carson, John M .....	592
Census Office .....	598
Cotton reports .....	631
Contingent expenses .....	639
Details and transfer of clerks .....	631
Disbursing and appointment clerks .....	627
General expenses .....	641
Horses and wagons .....	641
Increase in number of clerks of class 2 .....	642
Inquiry as to marriage and divorce .....	628
Lines of investigation now being pursued .....	628
Rent of quarters .....	639, 643
Stationery .....	639
Storehouse for furniture .....	640
Tabulating returns .....	646
Tabulating machines .....	633
Unexpended balances .....	629
Water transportation .....	629
Chief of Engineers .....	375, 379
Chief of Ordnance .....	373
Chamberlain, J. L .....	332
Chance, Merritt O .....	512, 530
Civil Service Commission:	
Confidential clerks .....	126
Contingent expenses .....	142
Comptroller of the Treasury .....	202
Efficiency of employees .....	134
Fees for civil-service examinations .....	143
Field force .....	128
Salaries, office force .....	132
Superannuated clerks .....	138
Clerk, House of Representatives .....	3
Cochran, Wm. E .....	512
Cooley, Alford W .....	128, 145
Commissioner of Patents .....	428, 476, 478
Commissioner of Internal Revenue .....	279
Commissioner General Land Office .....	429
Commissioner of Education .....	480
Commissioner of Indian Affairs .....	440
Commissioner of Pensions .....	451

	Page.
<b>Commissioner of Labor . . . . .</b>	<b>611</b>
<b>Commissary-General's office:</b>	
Condition of work . . . . .	360
Details . . . . .	360
<b>Comptroller of the Treasury, office of:</b>	
Civil Service Commission . . . . .	202
Clerks 70 years of age and over . . . . .	199
Division of appropriations . . . . .	200
Expert accountants . . . . .	197
Suggested changes in methods of making disbursements . . . . .	200
Typewriter copyists . . . . .	199
<b>Comptroller of the Currency:</b>	
Efficiency of personnel . . . . .	274
Expenses of national currency . . . . .	268
Examiner in the field . . . . .	274
Employees 70 years of age and over . . . . .	272
Failed banks . . . . .	275
<b>Contingent expenses:</b>	
Auditor for Post-Office Department . . . . .	182
Census Office . . . . .	639
Civil Service Commission . . . . .	142
Department of Commerce and Labor . . . . .	595
Library of Congress . . . . .	91
Navy Department . . . . .	401, 481
Post-Office Department . . . . .	524, 546
State Department . . . . .	154
Treasury Department . . . . .	177
War Department . . . . .	321
<b>Continental Congress, journals of . . . . .</b>	<b>80, 82</b>
<b>Congressional Library . . . . .</b>	<b>37, 498</b>
<b>Congressional Reference Library . . . . .</b>	<b>86</b>
<b>Copyright office, Congressional Library . . . . .</b>	<b>87</b>
<b>Corporations, Bureau of . . . . .</b>	<b>587</b>
<b>Cortelyou, George B. . . . .</b>	<b>512</b>
<b>Cowles, Wm. S. . . . .</b>	<b>488</b>
<b>Cotton reports . . . . .</b>	<b>631</b>
<b>Crozier, William . . . . .</b>	<b>373</b>
<b>Darling, Charles H . . . . .</b>	<b>226, 228, 231</b>
<b>Davis, George B. . . . .</b>	<b>334</b>
<b>Denby, Charles . . . . .</b>	<b>147</b>
<b>Denver Mint . . . . .</b>	<b>294, 295, 296, 298</b>
<b>De Graw, P. V. . . . .</b>	<b>512</b>
<b>Dead-letter office . . . . .</b>	<b>537</b>
<b>Department of Justice . . . . .</b>	<b>558</b>
<b>Department of Commerce and Labor:</b>	
Appointment clerk . . . . .	578
Buildings . . . . .	606
Bureau of Corporations . . . . .	587
Bureau of Immigration . . . . .	601
Bureau of Labor . . . . .	593, 611
Bureau of Manufactures . . . . .	591
Bureau of Navigation . . . . .	601
Bureau of Statistics . . . . .	600
Bureau of Standards . . . . .	602, 651
Census Office . . . . .	598
Contingent expenses . . . . .	595
Chief of division . . . . .	578
Disbursing clerk . . . . .	578
Division of printing . . . . .	579
Details . . . . .	579, 589
Light-House Board . . . . .	598
Miscellaneous expenses . . . . .	594
Office of the Secretary . . . . .	577
Office force . . . . .	599
Office of Supervising Inspector-General, Steamboat-Inspection Service . . . . .	600
Chief clerk . . . . .	601
Solicitor's office . . . . .	579

	Page.
Department of Commerce and Labor—Continued.	
Special attorneys, examiners, and agents.....	589
Special agents .....	593
Special agents, Secretary's office.....	581
Stationery .....	594
Steamboat-Inspection Service .....	585
Storage of documents .....	596
Preservation of newspapers .....	598
Printing .....	605
Department of State:	
Bookkeeper, Bureau of Accounts .....	149
Carpenter.....	153
Chief clerk .....	147
Chief Bureau of Accounts .....	147
Confidential clerks .....	147
Contingent expenses .....	154
Diplomatic reception room .....	156
Increase of force .....	149
Lithographing .....	155
Miscellaneous expenses.....	155
Telephone operators.....	152
Temporary typewriters and stenographers .....	153
Director of the Census.....	627, 646
Director, Bureau of Engraving and Printing.....	285
Director, Bureau of Standards.....	651
Director of the Mint.....	292, 308
Document room, House of Representatives.....	19
Doorkeeper, House of Representatives .....	19
Barbers .....	28
Document room .....	19
Folding room .....	21
Laborers and janitors.....	25
Messenger force .....	24
Pages .....	23
Resolution employees .....	30
Dryden A. Lincoln .....	313
Duties, various divisions, Treasury Department.....	184
Education, Commissioner of.....	480
Edwards, Clarence R .....	316
Engraving and Printing, Bureau of.....	285
Guides .....	289
Engineers, Chief of:	
Cleaning offices .....	375
Skilled draftsmen, etc.....	375
Evans, George W .....	407
Field, Orrin J .....	558
Field force, Civil Service Commission .....	128
Fimple, John H .....	429
Foster, Charles .....	185
Folding room, House of Representatives .....	21
French, George H .....	211
Freight on bullion and coin .....	293, 294
Gaines, S. M .....	192
General Land Office:	
Books for library .....	438
Chief law clerk .....	429
Chief special-service division .....	432
Clerks detailed as inspectors .....	439
Contested cases .....	435
Condition of work .....	433
Details .....	433
Laborers .....	437
Law examiners .....	432
Maps .....	438
Overtime .....	434
Principal examiners .....	433
Transfer of clerks .....	433

	Page.
Gibson Bros.....	477
Glover, John J.....	558
Green, Bernard R.....	100
Greene, Henry F.....	126
Harris, H. T. B.....	482
Harris, William T.....	480
Harper, B. F.....	206
Harrison, Benjamin.....	222
Hitchcock, Frank H.....	512
Hitchcock, E. A.....	407
Hodges, H. M.....	488
<b>House of Representatives:</b>	
Automobile service.....	494
Clerk.....	3
Chief Clerk.....	494
Digest of Private Claims.....	10
Doorkeeper.....	19
Postmaster.....	34
Sergeant-at-Arms.....	13
Houston, J. B.....	364
Howard, George E.....	477
Humphrey, Charles F.....	344
Hunsicker, F. G.....	10
Hydrographic Office.....	391
Immigration, Bureau of.....	601
<b>Interior Department:</b>	
Acting disbursing clerk.....	420
Attendants.....	426
Board of pension appeals.....	409
Bureau of Education.....	476
Condition of force and work.....	411
Details.....	407
Details from reclamation service.....	407
Engineer.....	427
Indian Affairs.....	440
Increase of salaries.....	410
Land Office.....	429
Land frauds.....	423
Models, Patent Office.....	425
Office of Assistant Attorney-General.....	422
Patent Office exhibit.....	425
Patent Office.....	458
Printing.....	414
Pension Office.....	451
Rent of buildings.....	425
Reduction of hours of labor.....	416
Room accommodations.....	422
Sick leave.....	419
Special agents.....	410
Special land inspectors.....	422
Stationery.....	424
Telegraphers.....	418, 419, 420
<b>Indian Affairs, office of:</b>	
Aged clerks.....	446
Architect.....	449
Chief clerk.....	440
Chief law clerk.....	443
Clerical force.....	447
Details.....	444
Financial clerk.....	440, 442
Increase of force.....	443
Overtime work.....	444
Private clerks.....	444
Promotions.....	443, 444
Stenographers.....	449
<b>Insular Affairs, bureau of</b>	
<b>Independent Treasury</b> .....	309

	Page.
Internal Revenue, Commissioner of .....	284
Inspector-General, office of:	
Ages of clerks in the Bureau .....	333
Chief of Bureau .....	332
Index to comparative legislation .....	90
Irelan, C. M .....	476, 478, 490
Jacobs, Julius .....	315
Jordan, Lewis .....	189
Justice, Department of:	
Assistant disbursing clerk .....	568
Books for law library .....	569
Books for Solicitor, Department of Commerce and Labor .....	569
Chief clerk .....	558, 560
Chief bookkeeper and record clerk .....	568
Disbursing clerk .....	560
Division of accounts .....	563
Furniture and repairs .....	569
Insular and Territorial affairs force .....	558
Law clerk .....	572
Miscellaneous expenditures .....	570
Necessity of a fireproof vault .....	572
Promotion of assistant messenger to messenger .....	568
Rent .....	571
Solicitor, Department of Commerce and Labor .....	573
Solicitor of the Treasury .....	572
Stationery .....	570
Judd, Geo. H .....	477
Judge-Advocate-General's office .....	334
Keep, Charles H .....	159, 309
Kimball, S. I .....	284
Kram, Charles A .....	247
Kutz, Charles W .....	375
Labor, Bureau of:	
Chief clerk and chief statistician .....	626
Field force .....	611
Investigation of women's work .....	616
Labor Bulletin .....	616
Printing .....	615
Secretary's statement concerning .....	593
Special agents .....	625
Laborers and janitors, House of Representatives .....	25
Land inspectors .....	422
Land frauds .....	423
Langley, John W .....	627
Law books, etc .....	388
Leupp, Francis E .....	440
Leadley, George W .....	577
Library of Congress:	
Accessions by gift, papers and manuscript .....	76
Additional book stock .....	92, 109
Card indexes .....	87, 88
Chief clerk .....	96
Catalogue and shelf division .....	76
Classification and reclassification .....	77
Contingent expenses and miscellaneous expenses .....	91
Copyright office .....	87
Document division .....	84
Distribution of appointments .....	71
Division of bibliography .....	80, 82
Division of mail and supply .....	73
Index to comparative legislation .....	90
Law library .....	86
Method of appointment .....	37
Method of promotion .....	66
Newspaper files .....	93
Order and purchasing division .....	74
Packing and stamping division .....	74

	Page.
<b>Library of Congress—Continued.</b>	
Periodical division . . . . .	83
Personnel . . . . .	37
Printing and binding . . . . .	77
Purchase of books . . . . .	78, 90
Publication of journals of Continental Congress . . . . .	80, 82
Public documents . . . . .	85
Qualifications for appointment . . . . .	69
Reading room . . . . .	83
Reference library . . . . .	86
Stenographers and typewriters . . . . .	72
Sunday opening . . . . .	89
Supply division . . . . .	82
Superannuated employees . . . . .	65
Temporary services . . . . .	88
<b>Library of Congress, building and grounds:</b>	
Additional book stack . . . . .	92, 109
Automobiles . . . . .	108
Captain of the watch . . . . .	100
Cabinetmaker and painter . . . . .	100
Care and maintenance . . . . .	100, 116, 121, 123
Clerical force . . . . .	118, 124
Electrician and wire men . . . . .	102
Engineers . . . . .	118
Fireman . . . . .	118
Fuel, lights, etc . . . . .	125
Furniture . . . . .	103
Laborers . . . . .	121
Skilled laborers . . . . .	102
Superintendent . . . . .	119, 122
<b>Life-Saving Service . . . . .</b>	<b>284</b>
<b>Light-House Board . . . . .</b>	<b>598</b>
<b>Long, John D . . . . .</b>	<b>222</b>
<b>Ludlow, Walter W . . . . .</b>	<b>159</b>
<b>Lyon, Frank B . . . . .</b>	<b>19</b>
<b>McCardy, J. J . . . . .</b>	<b>247</b>
<b>McDowell, Alexander . . . . .</b>	<b>3</b>
<b>McElroy, J. C . . . . .</b>	<b>34</b>
<b>McKinley, William . . . . .</b>	<b>223</b>
<b>McKenzie, Alexander . . . . .</b>	<b>375, 379</b>
<b>Madden, Edwin C . . . . .</b>	<b>512</b>
<b>Manufactures, Bureau of . . . . .</b>	<b>591</b>
<b>Marine-Hospital Service . . . . .</b>	<b>291</b>
<b>Mason, N. E . . . . .</b>	<b>483</b>
<b>Meline, James F . . . . .</b>	<b>253, 265</b>
<b>Meredith, William M . . . . .</b>	<b>285</b>
<b>Metcalf, Victor H . . . . .</b>	<b>577</b>
<b>Mills Building . . . . .</b>	<b>406</b>
<b>Militia, arming and equipping . . . . .</b>	<b>371</b>
<b>Military Secretary's Office . . . . .</b>	<b>325</b>
<b>Mints and assay offices:</b>	
'Assayer . . . . .	293
Freight on bullion and coin . . . . .	293, 294
Supervision of . . . . .	292
<b>Mints and assay offices at—</b>	
Boise, Idaho . . . . .	304, 305
Carson, Nev . . . . .	296
Charlotte, N. C . . . . .	306
Denver, Colo . . . . .	294, 295, 296, 298
New Orleans, La . . . . .	302
New York, N. Y . . . . .	304, 305
Philadelphia, Pa . . . . .	303, 304
San Francisco, Cal . . . . .	298, 303
Seattle, Wash . . . . .	295
St. Louis, Mo . . . . .	303, 306
<b>Models, Patent Office . . . . .</b>	<b>425, 471, 472</b>
<b>Moody, William H . . . . .</b>	<b>226, 228, 231</b>
<b>Money-order division, Post-Office Department . . . . .</b>	<b>537</b>

	Page
Morton, Paul .....	232
Morrison, Thomas .....	147
Mortimer, W. W .....	479
Navy Department:	
Aged clerks .....	386
Apprentices .....	391
Automatic compass engraving machine .....	394
Boilers .....	397
Books and periodicals .....	401
Chief clerk .....	383
Consolidation of work .....	393
Contingent expenses .....	401, 481
Details .....	387, 401
Discontinuance of branch offices .....	394
Duplication of work .....	392
Efficiency of force .....	383
Horses and carriages .....	397
Hydrographic office .....	391
Increase of force .....	392
Leaves of absence .....	385
Mills Building, coal, gas, etc. ....	406
Miscellaneous computations .....	396
Naval records of the rebellion .....	388
Naval Observatory .....	395
Nautical Almanac office .....	398
North Pacific Ocean charts .....	394
Rooms for Navy Department .....	407
Stationery and furniture .....	402
Telephone operators .....	384
Navigation, Bureau of .....	601
Naval Observatory .....	395
Naval Records of the Rebellion .....	388
National currency, expenses of .....	268
Nautical Almanac Office .....	398
Neill, Charles P .....	611
Nettleton, A. B .....	186
North, S. N. D .....	627, 646
North Pacific Ocean charts .....	394
Official Gazette, photolithographing for .....	471, 474
Oliver, Robert Shaw .....	320
Ordnance Bureau .....	366
Aged clerks .....	367
Arming and equipping organized militia .....	371
Amalgamation of forces .....	369
Condition of work .....	368
O'Connell, M. D .....	572
O'Reilly, Robert M .....	361
Pages, House of Representatives .....	23
Patent Office:	
Clerks 70 years and over .....	464
Clerical force .....	458
Comparative statement of business .....	475
Increase of force asked for .....	467
Letterpress, Official Gazette .....	474
Models, custody of .....	425, 471, 472
Photolithographing for Official Gazette .....	471
Printing and binding .....	468, 471
Producing copies of drawings .....	474
Purchase of professional books .....	471
Surplus of receipts .....	465
Patents, Commissioner of .....	428, 476, 478
Paymasters' clerks .....	365
Paymaster-General's office:	
Analyzing accounts .....	366
Condition of work .....	364
Paymasters' clerks .....	365
Pensions, Commissioner of .....	451

	Page.
Person, Robert S.....	233, 240
Peters, B. F.....	383
Pension Appeals, Board of.....	409
Pension Office:	
Deputy commissioners.....	457
Details of employees.....	451
Labor force.....	454, 455
Morale of the clerical force.....	454
Reduction of force.....	451
Special examiners.....	455
Superannuated clerks.....	452
Post-Office Department:	
First Assistant.....	512
Second Assistant.....	512, 538
Third Assistant.....	512, 530, 549
Fourth Assistant.....	512
Amalgamation of force.....	512, 517, 519, 527
Assistant messenger.....	538
Assistant superintendent of finance division.....	528
Chief clerk.....	512, 530
Chief inspector.....	529, 554
Coal passers.....	532
Contingent expenses.....	524
Dead-letter office.....	537
Details.....	533, 535, 538
Details and transfers.....	515
Inspection work.....	519
Increase of salary and reduction of numbers.....	555
Laborers.....	531
Maps of rural routes.....	528
Miscellaneous expenses.....	525
Money-order division.....	537
Office of Assistant Attorney-General.....	535
Postage-stamp agency.....	551
Postal-stamp agency.....	527
Purchasing agent.....	512, 533
Railway mail service printers.....	549
Rent of quarters.....	526
Salaries and allowances.....	536
Stenographers.....	530
Superintendent railway mail service.....	538
Superintendent of railway adjustments.....	547
Supervisor of rural free delivery.....	554
Topographer.....	512, 521, 558
Transforming boiler service.....	525
Traveling expenses.....	534
Transfer of carrier service.....	536
Twine.....	535
Variety of compensation for like service.....	516
Postmaster, House of Representatives.....	34
Postal stamp agency.....	527
Postage stamp agency.....	551
Poole, John H.....	490, 494
Potter, W. P.....	485
Printing and binding, Congressional Library.....	77
Presidential orders respecting pay.....	216
Public Printer, office of:	
Appointment of inspectors.....	668
Branch printing offices.....	689, 690
Character of binding.....	690
Chief clerk.....	660
Chief inspector.....	660
Confidential work.....	691
Comparative rates of compensation.....	679
Conduct of the operating force.....	675
Condition of mechanical equipment.....	672

	Page.
Public Printer, office of—Continued.	
Custodian force .....	685
Difference in scale of wages .....	680
Disposal of refuse .....	673
Doorkeepers .....	684
Excessive cost of binding .....	670
Expense of administration .....	684
Excessive force .....	667
Employees 70 years of age and over .....	692
Hours of labor .....	675
Inspector of paper and materials .....	685
Janitors .....	683
Library .....	686
Leaves of absence and holidays .....	676
Medical director .....	681
Methods of purchasing machinery .....	671
Method of purchasing machinery and supplies .....	669
Office of superintendent of documents .....	686
Clerical force .....	687
Printing and binding .....	687, 694
Piece workers .....	679
Printing for Congress and the Departments compared .....	692
Proposed consolidation of branches .....	690
Purchase of supplies .....	672
Relative cost of Government and outside printing .....	675
Restricted use of machinery .....	668
Restricted output .....	676
System of promotions .....	666
Telephone operator .....	683, 684
Time room .....	684
Voluntary restriction of output .....	669
Waste of gold leaf .....	673
Weakness of administration .....	676
Public buildings and grounds:	
Condition of work .....	380
Park watchmen .....	381
Purchase of books, Congressional Library .....	76
Putnam, Herbert .....	37, 39, 41, 96, 498, 508, 511
Quartermaster-General's Office:	
Detail of outside clerks .....	344, 357
Superannuated clerks .....	352
Railway mail service .....	538
Printers .....	549
Rae, C. W .....	486
Rebellion Records .....	388
Register of the Treasury .....	265
Restoring worn-out and defaced rolls .....	166, 169
Résumé of Treasury Department estimates .....	193
Revenue-Cutter Service .....	174
Ridgely, Wm. B .....	268, 278
Rixey, P. M .....	484
Robb, Charles H .....	558
Roberts, George E .....	292, 308
Root, Elihu .....	147
Roosevelt, Theodore .....	224, 228, 230
Rural free delivery, supervisor of .....	554
Russell, A. H .....	366
Ryan, Thomas .....	407
Scofield, John C .....	316
Secretary of War .....	512
Secretary Department of Commerce and Labor .....	577
Secretary of the Navy .....	383, 401
Secretary of State .....	147
Sergeant-at-Arms .....	13
Shallenberger, W. S .....	512, 530
Sharpe, Henry G .....	360
Shaw, L. M .....	197

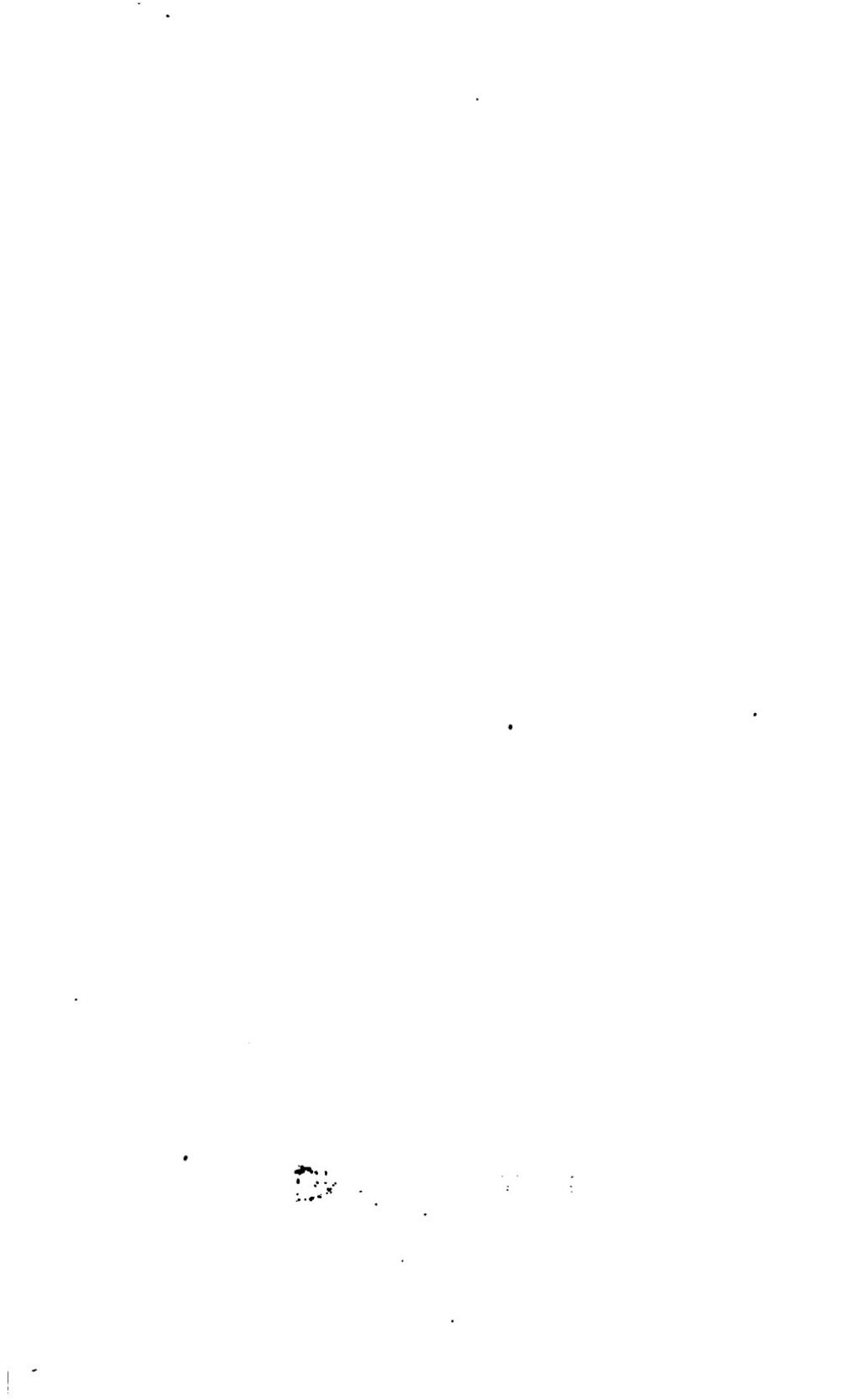
	Page.
<b>Signal Office</b> .....	335
Army officers, chiefs of divisions .....	341
Detail of outside clerks .....	338
<b>Sims, E. W.</b> .....	573
<b>Simmons, George</b> .....	191
<b>Slater, Samuel E.</b> .....	440
<b>Smith, William M.</b> .....	484
<b>Solicitor, Department of Commerce and Labor:</b>	
Law books .....	577
Details and transfers .....	576
Increase of force and of compensation .....	575
Details and transfers of clerks .....	574
Additional law clerk .....	574
Increase of salary of chief clerk and law clerk .....	573
<b>Solicitor of the Treasury</b> .....	572
<b>Soleau, William L.</b> .....	577
<b>Special agents, Treasury</b> .....	312
<b>Special examiners</b> .....	455
<b>Standards, Bureau of:</b>	
Additional force .....	654
Apparatus, machinery, etc. ....	658
Forces .....	651
General expenses .....	659
Increases of salaries .....	651
Increased clerical force .....	657
Receipts .....	654
Work of Bureau .....	652
<b>State, War, and Navy building:</b>	
Firemen .....	493
Iron elevator cars .....	492
Steam boilers .....	490
Stenographer and typewriter .....	492
Watchmen .....	493
<b>Statistics, Bureau of</b> .....	600
<b>Steamboat-Inspection Service</b> .....	585, 600
<b>Stevenson Faber</b> .....	247
<b>Stillings, Charles A.</b> .....	660
<b>Stratton, S. W.</b> .....	651
<b>Sullivan, Thomas J.</b> .....	285
<b>Sunday opening, Library of Congress</b> .....	89
<b>Superintendent of Documents</b> .....	686
<b>Superintendent Life-Saving Service</b> .....	284
<b>Superintendent Library building</b> .....	100, 119, 122
<b>Superintendent War, State, and Navy building</b> .....	490
<b>Supervising Architect, Treasury</b> .....	197
<b>Superannuated clerks:</b>	
Civil Service Commission .....	138
Library of Congress .....	65
Office of Treasurer of United States .....	262
Pension Office .....	452
Quartermaster-General's Office .....	352
<b>Surgeon-General of Public Health and Marine-Hospital Service</b> .....	291
<b>Surgeon-General's Office:</b>	
Assistant messengers .....	363
Charwomen .....	363
Increase of force .....	361
Pathologist .....	364
Translators .....	362
<b>Taft, William H.</b> .....	316, 324, 512
<b>Tabulating machines, Census Office</b> .....	633
<b>Taylor, James K.</b> .....	194
<b>Timme, E. G.</b> .....	240
<b>Tracy, B. F.</b> .....	221
<b>Tracewell, R. J.</b> .....	197
<b>Treasury Department:</b>	
Assistant Secretary .....	159
Appointment division .....	171

Treasury Department—Continued.	
Auditor for the—	Page.
Interior Department.....	233
Navy Department.....	211
Post-Office Department.....	247
State and other Departments.....	240
Treasury Department.....	
War Department.....	206
Bookkeeping and warrants division.....	169
Carpets.....	183
Chief clerk .....	159
Coal.....	181
Collecting internal revenue .....	279
Comptroller of the Curreney .....	268
Comptroller's office .....	197
Contingent expenses—Auditor for Post-Office Department .....	182
Contingent expenses.....	177
Customs division .....	170
Details and transfers.....	165
Duties of various divisions .....	184
Engraving and printing.....	285
Estimates, résumé of .....	193
Electric lighting .....	182
Horses and carriages.....	178
Life-Saving Service .....	284
Loans and currency division .....	172
Miscellaneous division .....	174
Newspaper clerks.....	169
Newspapers, law books, etc .....	178
Numbering machines .....	182
Office of chief clerk and superintendent .....	161
Printing and stationery division .....	175
Public moneys division .....	172
Register .....	265
Restoring worn-out and defaced rolls .....	165, 169
Rent of buildings .....	179
Revenue-Cutter Service .....	174
Secretary's office .....	159
Special agent's division .....	176
Stationery .....	177
Supervising Architect's office .....	194
Treasurer .....	253
Treasurer of the United States:	
Additional clerks.....	254
Additional separators.....	254, 261
Deputy Assistant Treasurer .....	253
Employees 70 years of age and over.....	259
Expert counters.....	258, 263
Superannuated employees.....	262
Von Haake, A .....	512
War Department:	
Bureau of Insular Affairs.....	322
Bureau of Ordnance .....	366
Chief clerk .....	316
Chief of Engineers.....	375
Chief Insular Bureau .....	316
Commissary-General .....	360
Contingent expenses .....	321
Details .....	317
Details of outside clerks, office of Quartermaster-General and Signal Office .....	318, 321
Disbursing clerk .....	316
Inspector-General's Office .....	332
Judge-Advocate-General's Office .....	334
Limitation as to amount of purchases .....	319
Military Secretary's Office .....	325
Employees 65 years old and over .....	327

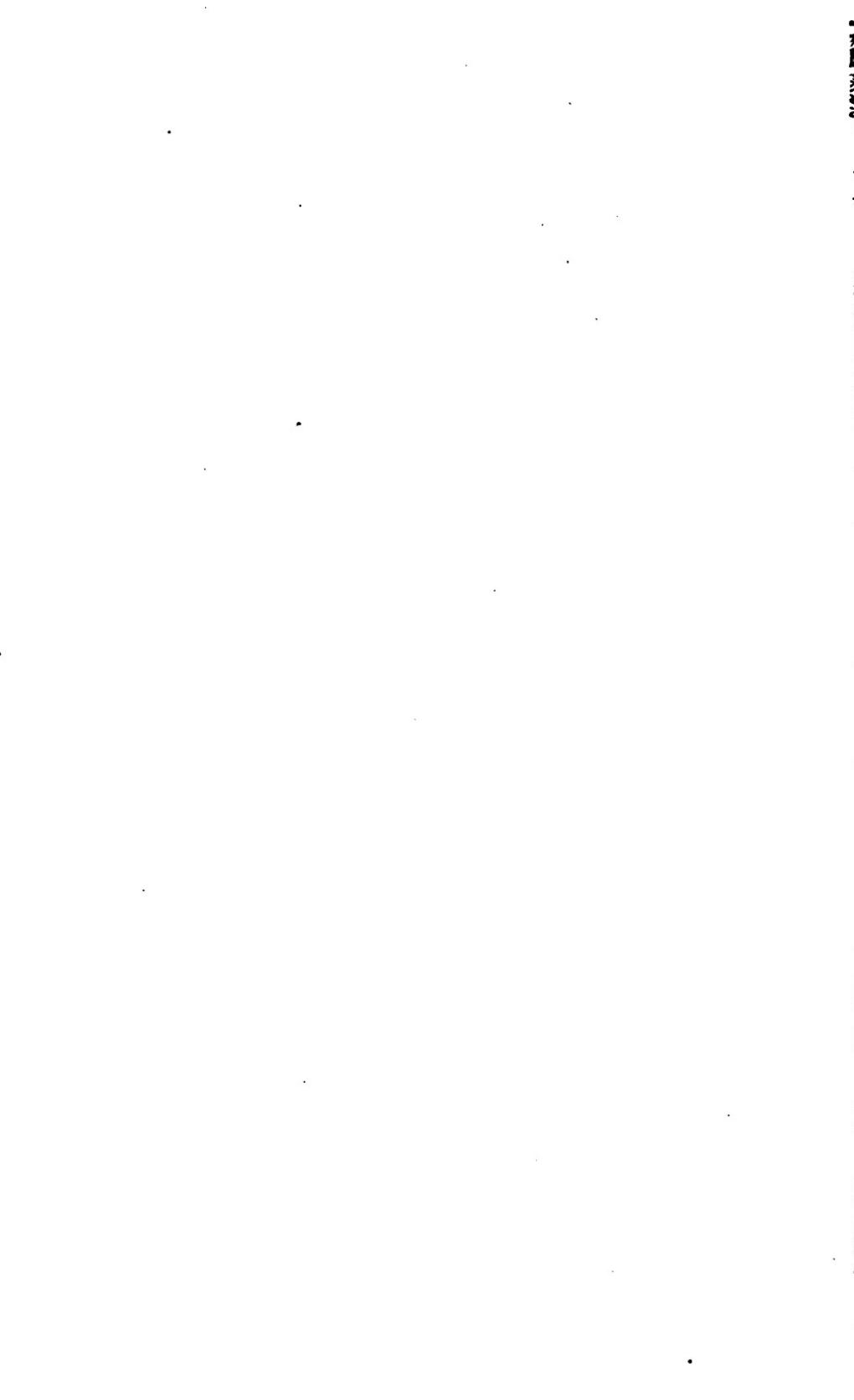
	Page.
War Department—Continued.	
Paymaster-General's Office .....	364
Public buildings and grounds .....	380
Quartermaster-General's Office .....	344
Secretary's Office .....	316
Signal Office .....	335
Stationery .....	321
Stenographer .....	317
Surgeon-General .....	381
Warner, Vespasian .....	451
Williams, William P .....	315
Wyman, Walter .....	291
Yerkes, J. W .....	279

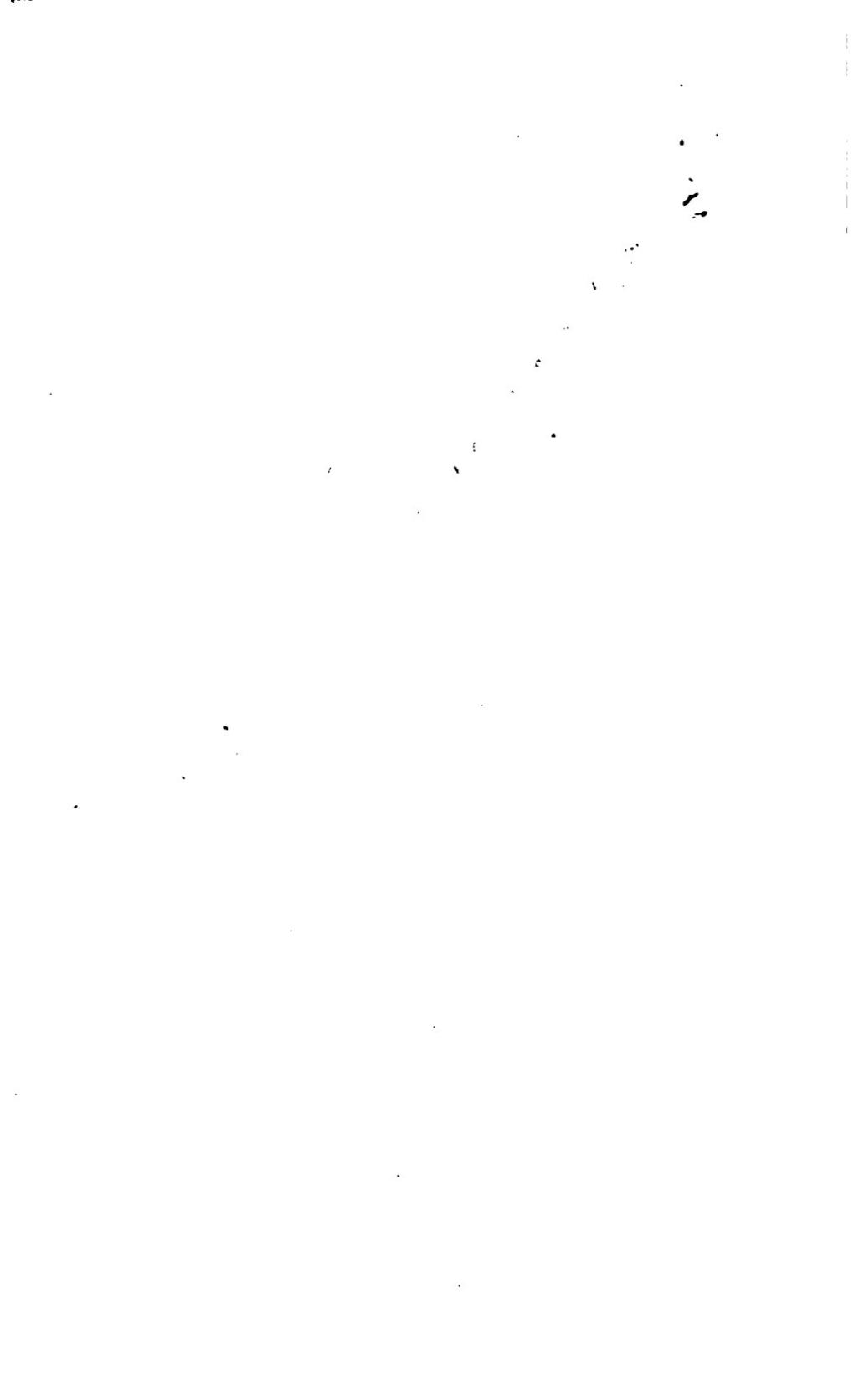
{ }

H 364 85





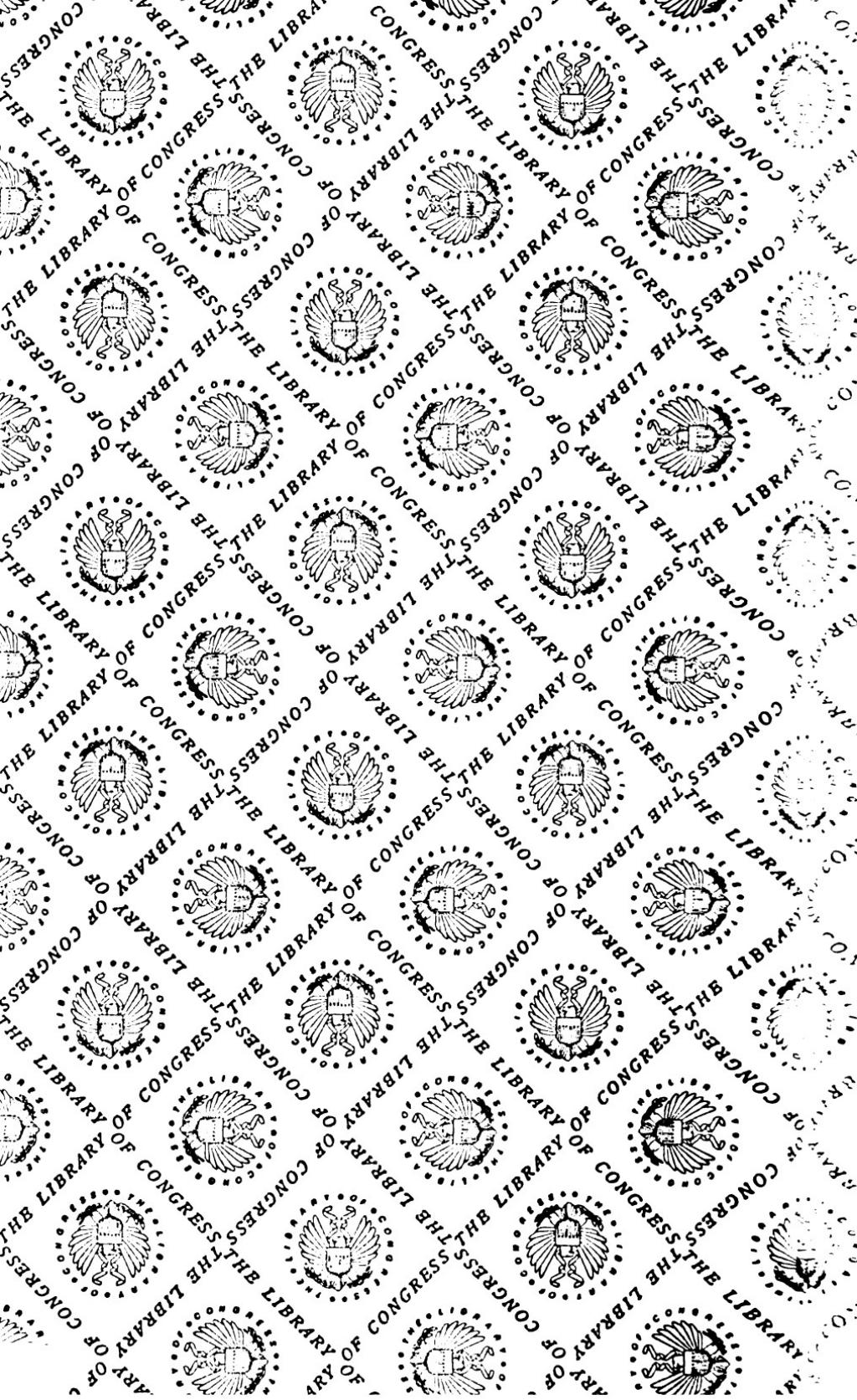


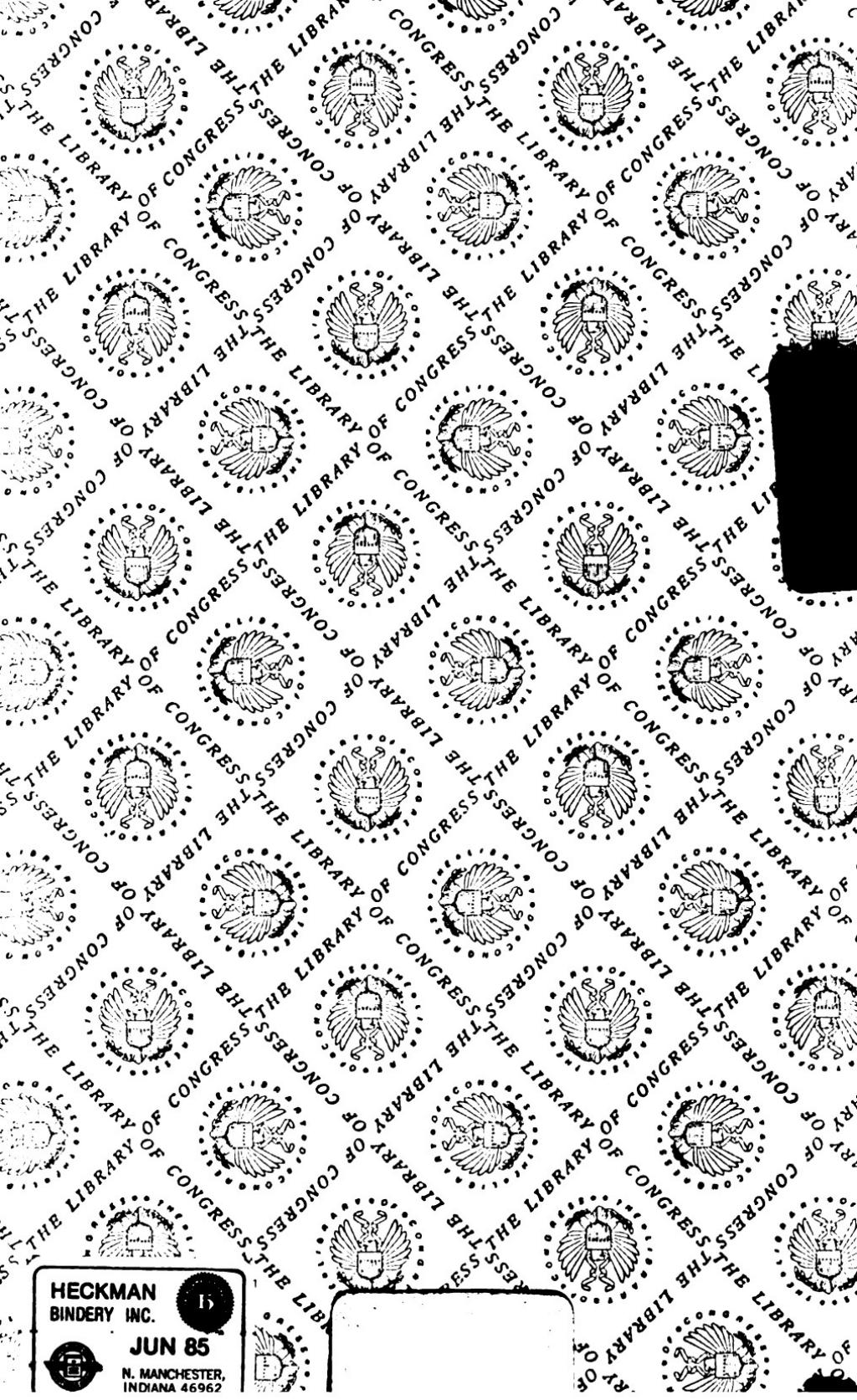












HECKMAN  
BINDERY INC.

B

JUN 85

N. MANCHESTER,  
INDIANA 46962

LIBRARY OF CONGRESS



0 017 660 299 5

